BIHAR AND ORISSA

IN

1925-26

BY

B. ABDY COLLINS, C.I.E.

INDIAN CIVIL SERVICE.

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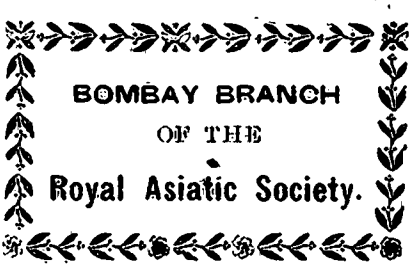

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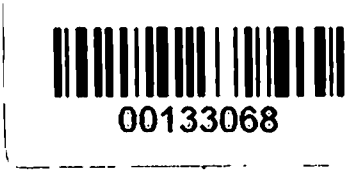
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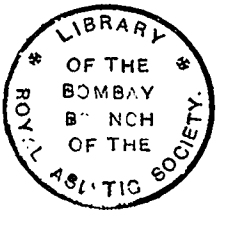

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Minister of Education.

NOTICE.

The task of preparing this book has been entrusted to Mr. B. Abdy Collins, C.I.E., I.C.S., and it is now published under authority and with the general approval of the Government of Bihar and Orissa, but it must not be assumed that this approval extends to every particular expression of opinion.

PREFATORY NOTE.

WHEN the old General Administration Report was published for the financial year, it was customary to preface it with a short summary of the chief events in the administration of the province during the latest calendar year, which was required by the Government of India for the preparation of the statutory report on the moral and material progress of India, presented to Parliament every year. When this Year Book took the place of the General Administration Report in 1921, an attempt was made to write up the history of the calendar year within a few months of its close and it was no longer necessary to bind up the summary with it. This method of preparing the report proved impossible, because no statistics or annual reports on the various departments were available for the last nine months of each year and it was abandoned in 1924. As the Year Book is now not published until twelve months after the end of the period to which it relates, it has been decided to revert to the old practice of binding up the summary with it in order to give the public the latest information in a concise form. This results in a certain amount of repetition, but the reader is advised to read first of all Part II, which contains a detailed history of the administration for the financial year 1925-26, and then, if he desires later information on any subject, to look up the corresponding section in Part I. Those, who wish for full details of the system of administration, are referred to the Decennial Review (1912-22) published in 1923.

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PART I.

A SHORT SUMMARY

OF THE

ADMINISTRATION

OF

BIHAR AND ORISSA IN 1926.

Changes in the administration.

SIR HENRY WHEELER was Governor of the province throughout the year. Mr. S. Sinha's term of office as member of the Executive Council expired in June and Maharaja Bahadur Keshava Prashad Singh, C.B.E., of Dumraon succeeded him. Mr. E. L. L. Hammond succeeded Mr. Sinha as Vice-President of the Executive Council. Sir Fakhr-ud-din and Babu Ganesh Datta Singh remained in office as Ministers until the general election, and were again re-appointed on the 20th December 1926.

The general election: the rolls.

The most important political event of the year was the general election to the Legislative Assembly and the local Legislative Council, which was held at the end of November. Very little interest was taken in the revision of the electoral rolls. Few claims for entry were made after draft publication and practically no objections were lodged. Only in a few places was there any sign of political organization to secure registration of voters. It was only after final publication, when the elections were close at hand, that a number of persons applied for registration, but it was then too late. Mistakes were numerous and caused great difficulty, but they cannot be avoided with the agency at command, which is mostly unpaid, and in the face of the apathy of the voters and candidates themselves and the absence of well-defined parties with proper organization.

Polling.

Polling took place on the 29th and 30th November. Both these days were declared holidays and the gazetted staff of Government were utilised, as required, as polling officers. There was disorder at a few polling stations but arrangements were generally satisfactory. Of the seventy-six elected members of the

Legislative Council, fourteen were returned without contest and two, out of the eleven members of the Legislative Assembly, were unopposed. Seventeen candidates for the Legislative Council forfeited their deposit by failing to secure more than one-eighth of the votes. Polling was far heavier than in 1923, averaging 60·5 per cent. of the electors in contested constituencies, while in six of the general constituencies and two others over 80 per cent. voted. Curiously enough, in rural constituencies the percentage was 11 per cent. higher than in urban areas. Twenty-eight members of the old legislative bodies were re-elected.

Methods of candidates.

The only party which had any real organization was the *Swarajya* or Congress party. Its members and supporters canvassed enthusiastically for their party candidates. Use was made of magic lantern slides depicting the poverty of India, of important events of Indian history and even of cartoons against loyalists and co-operators. The principal plank of this party was a promise to redress the grievances of tenants. Local bodies of *Swarajist* tendencies enlisted their village school masters, their dispensary doctors and their staff generally to canvass on behalf of the candidates put forward by their party. This misuse of the district board, local board, or municipal organizations for electoral purposes was not universal, and was in fact prohibited by Government. But reports were received to the effect that in certain places the efforts of the employees of local bodies helped to turn the scale against their rivals who had no such organization at their command. Motor cars were freely used to take voters to the polls, and it is believed that, contrary to the regulations, public conveyances were hired *sub rosa*. Electoral addresses and public meetings were rare but leaflets were circulated in many areas criticising the past activities of rivals in Council and elsewhere, appealing to communal instincts or to caste prejudices, and promising to forward the interests of tenants. Hindu voters were asked to vote for none but those pledged to protect the cow; and Muhammadans not to vote for those with sympathy for Hindus. In one case a Hindu candidate lost numerous votes because he stayed with a Muhammadan friend when visiting an out-lying centre.

How the election was fought.

The election was fought mainly on communal and personal lines, but in many cases the influence or unpopularity of a landlord on the one hand, or the congress organization and the help of district boards on the other turned the scale,

Landlords exercised considerable influence in the Patna Division but little elsewhere. In so far as they knew what they were doing the great bulk of the electors voted for communal, caste or agrarian reasons, though in some areas Mr. Gandhi's name still had great influence; but electors generally did not seem to know the candidates and sometimes asked the presiding officers for whom they should vote. Voters were frequently seen to be doubtful into which box to put their ballot papers, and many who had been brought in against their will by officious village watchmen voted at random. The general result of the election has been to increase the *Swarajist* representation in the Council, but to leave no section with an absolute majority.

The " walk out ".

The prospect of the elections in the late autumn coloured the political situation throughout the year. At the beginning of the budget session, early in March, the eight *Swarajist* members of the Council, following instructions from Delhi, walked out after a brief statement by their leader. Two days later nine other members, possibly under the influence of threats of opposition at the elections, followed their example, after being defeated in an attack on the police budget by forty-one votes to twelve.

Ill-feeling between Hindus and Muhammadans.

These manœuvres were followed by a sudden increase in the tension between Hindus and Muhammadans which was already causing anxiety. A contributory cause in certain places undoubtedly was the commencement of the election campaign, wherein both Hindu and Muhammadan candidates tried to make capital out of the religious prejudices of the ignorant masses, but feeling was made more acute by the Calcutta riots which took place in the beginning of April. For nearly three months the tension became so great that disturbances, due to communal friction, were reported from several districts. For a number of these the local representatives of the *Arya Samaj* appear to have been mainly responsible. The name of this sect finds frequent mention in the official reports, while in one instance a joint meeting of Hindus and Muhammadans explicitly condemned them as the cause of a disturbance. The actual cause of trouble in the majority of cases was the attempt by Hindus to assert their right to play music before mosques even at the time of prayer. This claim which has often caused trouble in other provinces has had hitherto attained no prominence in Bihar and Orissa, where the ceremonial slaughter of cattle has been the main bone

of contention between the communities. Fortunately the sudden intensity of feeling provoked a reaction. The elaborate precautions taken by the district authorities on the occasion of the *Bakr-id* at the end of June further helped to prevent the display of local irritation, but strained relations persisted till the end of the year. The movement of police forces due to the apprehension of communal trouble entailed extra expenditure amounting to over Rs. 21,000.

Development of caste feeling.

Somewhat the same reasons which accentuated the hostility between Muhammadans and Hindus led to a strong development of caste feeling amongst the Hindus themselves. For years past the attempts of *Sudra* castes like the *Ahirs* and *Kurmis* to assume the thread and improve their status by refusing forced labour to their landlords have caused great resentment among the four upper castes, the Brahmans, Rajputs, Bhumihar Brahmins and Kayasthas. This even led in 1925 to a very serious riot in south of Monghyr, where the Babhans in great force and in the face of armed police made a determined attempt to break up a caste meeting of *Ahirs*, with the result that several persons were killed and a large number, including some of the police, wounded. Recently also there has been a tendency even in the Legislative Council for groups to be formed on caste lines. Candidates for election now appeal openly to their fellow castemen to vote for them regardless of any other reason and some of the elections were decided by a solid caste vote. There seems every probability that these animosities will continue to develop and by increasing the already great tendency to faction in public affairs, make the progress of self-government more difficult.

Legislative Council.

Two sessions of the Legislative Council were held, of which the first was at Patna and the second at Ranchi. During these two sessions the Council sat on twenty-one days in all, seven of which were wholly, and four partly, devoted to non-official business. Private members thus had nearly half the whole session at their disposal; but as in previous years they did not always make the most of their opportunities. Many resolutions of little or no general importance were tabled and often obtained a good place in the ballot. Their sponsors were tenacious of their rights and refused to give way to resolutions which the House as a body was anxious to discuss. In this way the time of the Council was frequently wasted; but members have now learnt that if a large number of them send in the same resolution, it will usually manage to secure a good place on one day.

Legislation.

Only three Bills were passed into law and none of these was of any great importance. The Bihar and Orissa Mussalman Wakf (Amendment) Act merely allowed returns under the Mussalman Wakf Act of 1923 to be made in Urdu instead of the language of the court, while the Bihar and Orissa Highways Bill gave power to Government to make by-laws for roads under their control similar to those made by local bodies for their roads. The Chota Nagpur Rural Police (Amendment) Act, in addition to revising the method of assessing the chaukidari tax on owners of mines or factories who provide accommodation for their employees, enable the local Government to employ regular police in certain colliery areas, instead of village watchmen who have been found useless to prevent thefts in the mining settlements. Six other Bills were introduced but failed to pass into law. A Government Bill to amend the Bengal, Agra and Assam Civil Courts Act, 1887, so as to allow subordinate judges and munsifs to try cases under the Small Cause Courts Act, 1887, up to a value of Rs. 1,000 to Rs. 500 was refused consideration after only one speech in opposition. A private Bill for the improvement of cattle-breeding was referred to a select committee and then circulated for opinion, with the result that it lapsed. The most important Bill of the year was the Bengal Tenancy (Amendment) Bill, which had been introduced by a representative of the tenants in March 1925 in order to give the cultivator in Bihar proper a statutory right to transfer his holding and to plant, to cut and to appropriate trees growing on it. A Bill to amend the law on this and other points had been brought in by Government in 1922 after much discussion, and eventually dropped when all hopes of an amicable settlement between the parties had been abandoned. Later, Government explained that they would not undertake legislation unless either differences between landlord and tenant became so acute as to call for intervention or a strong desire for settlement on both sides was manifested with a reasonable prospect of success. When it became clear that the landlords' representatives in the Council refused to agree to any compromise, Government repeated their previous declaration and opposed the reference of the Bill to a select committee, with the result that it was defeated.

Resolutions.

Eighteen resolutions out of 119 tabled were actually debated, and eight of these were carried against the opposition of Government. One of the most important discussions was on the future of Patna University. There had been a strong agitation for some years for the amendment of the Act so as to give the University greater

control over teaching. Government had at one time pronounced in favour of a central teaching university on a new site outside Patna, but when it was decided to develop higher teaching in the precincts of the town itself, they had again consulted the University as to the best course to pursue. The University replied making certain recommendations, and it was on receipt of these that a non-official resolution was moved recommending Government to transfer the control of its own colleges to the University with a view to the establishment of a teaching University at Patna. The resolution was opposed from various quarters of the House and was eventually withdrawn. The reason for the opposition appeared to be that representatives of minorities and backward castes felt that their interests would be safer if the University were controlled by a Minister responsible to the Council, wherein they were adequately represented. Another important resolution recommended the allotment of two lakhs of rupees for flood relief in the Cuttack and Puri districts. This was the aftermath of an outcry in the press at the alleged inadequacy of Government measures in the face of a serious flood in those districts. Government were able to show that they had taken every possible step that was required and that the attacks on them were baseless, but the Council refused to listen to argument and carried the recommendation by a large majority. Most of the other resolutions dealt with economic questions or the interests of the services, but by a majority of one the Council recommended the abolition of village watchmen, whose pay is met by a local cess, and the appointment of additional dafadars in their place at the expense of Government. As the result of continued pressure in the Council, Government accepted a motion for the establishment of *ayurvedic* and *tibbi* colleges at Patna.

Budget discussions.

The budget discussions were unusually brief. Nine days had been allotted for the consideration of motions for reduction, and the number down for discussion was 140. But, as already recorded, a number of the members refused to take further part in the proceedings, with the result that the budget was finally passed with very little discussion in three days. Apart from this, the business of the Council was characterised by increasing moderation on the part of the members, as they gained more experience in the difficulties of finance and administration. Only 451 questions were asked as against 592 in the previous year, while supplementary questions decreased by half. Out of sixty-one supplementary demands few were opposed and only one had to be withdrawn. Members were more inclined to make their influence felt in the

statutory committees of the Council and in the lobby rather than in direct opposition to measures proposed by Government, which were usually discussed with moderation and on their merits. On the other hand, they were often ready against the advice of Government to vote for resolutions which they must have known were impracticable.

Local Self-Government: district boards.

Local bodies in Bihar and Orissa present much the same picture as in former years. Various district boards are in the hands of the congress party and all save those in the Chota Nagpur division have non-official chairman. While the boards display the keenest interest in education, sanitation and medical relief, they are apt to neglect communications and to use their machinery for political purposes. Their abuse of their power during the Council elections has already been recorded, but on the whole, owing partly to the effects of the conference of chairmen held in the autumn of 1925 and partly to the experience of the difficulties of administration which they have gained during two years of office, they displayed more moderation during 1926. A few boards, however, maintained their *intransigeant* attitude. When Government drew the attention of the Bhagalpur board to the maladministration and corruption of the *sadr* local board and demanded that the powers delegated to it in respect of primary education should be withdrawn, the board complied with bad grace and immediately afterwards elected the chairman of the local board, who had been primarily responsible for its disgrace, to be its own temporary chairman. The Darbhanga district board has also continued its defiant behaviour and along with several other boards has made the position of the civil surgeon, its statutory adviser in medical and sanitary matters, so difficult that he asked leave to resign.

Municipalities.

Municipal administration in the province with a few exceptions is in a deplorable condition. Apathy, neglect and faction have brought the majority of towns into discredit. Patna City is one of the worst Bad administration caused such discontent among the ratepayers that an agitation was set up for the separation of Bankipore from the eastern area, but when an election took place only from seven to twenty per cent. of the voters recorded their votes in the wards. The Patna City Improvement Trust which was formed by Government with a substantial grant, having mismanaged its affairs for several years, was wound up and its properties made over to the control of the Collector. The main roads have fallen into such a state that as an act of grace

Government have taken over five of them, while the condition of the drains is so bad that the Director of Public Health has been ordered to prepare a scheme to improve the main outfalls. Meanwhile, the municipal commissioners maintain a complacent attitude and consider there is no need for extra taxation. Darbhanga, the second largest town, is in a state of chaos owing to neglect and peculation. The ordinary measures of conservancy and sanitation have not been taken, with the result that plague and malaria are rife in the town. Monghyr, another large town, and Motihari, a smaller district headquarters, were little better, while many of the smaller and remote municipalities are in a pitiable condition. Fortunately there are a few bright spots which show that there is nothing inherent in the law, the people or the financial limitations under which these bodies work, which must lead necessarily to these scandals. Gaya, which a few years ago was in the slough of despond, owing to the energy and resource of its chairman is now reorganized, with a satisfactory water-supply and sanitary systems, good roads and the early prospect of an excellent market and electrification. Chapra, with an equally good chairman, has also made substantial progress, and there seems no reason why other towns should not follow these examples. To assist rehabilitation Government has decided to advance loans to help municipalities to meet the capital cost of large works of public utility, when funds are available, at the low rate of four per cent.

Public Health and Medical Relief.

Final statistics for 1926 are not yet available, but on the basis of the first eleven months the provincial death-rate works out to 25.6 per mille as against 24.1 last year, which was exceptionally healthy. In view of the general ignorance and illiteracy of the population, the relative absence of facilities for treatment and the backwardness of preventive medicine, this rate does not compare unfavourably with those of other more advanced countries. The improvement during the last two years seems to be due to the energetic measures taken by Government against epidemic disease and particularly against cholera, which has to some extent been brought under control. The most remarkable instance of this was the outbreak which occurred during the *Rathjatra* festival at Puri. Cases of cholera at this ceremony, when Puri is crowded with pilgrims, used always to result in heavy mortality, while travellers returning to their homes carried the infection far and wide over India. This year owing to vigorous sanitary precautions, few deaths occurred and in no case did a second person contract the disease at the same lodging house. The small increase in the rate over last year was mainly due to a bad outbreak of small-pox, in

itself the most easily prevented of all epidemic diseases; but until vaccination is made compulsory, the mortality from it cannot be permanently reduced. Deaths from fever were rather more numerous, especially in Orissa, and a special grant was made for the free distribution of cinchona febrifuge in the Cuttack and Balasore districts.

The new public health cadre.

One of the main defences against epidemics is the special reserve of medical officers kept at headquarters, ready to be sent to assist the local authorities to deal with outbreaks. Hitherto, this has consisted of temporary men who rarely served for more than one year and so went away just as their special experience and training were becoming of value. The constitution of a Public Health cadre in March last means that this reserve will now consist of regular Medical Officers of Health in permanent employ.

Water-supply and sanitary installations.

The engineering staff of the department has been busily employed, so much so that it was necessary to appoint one more executive and two assistant engineers in 1926. This branch has been mainly engaged on the water-supply and sanitary installations for the University and the various colleges at Patna, the Kanke Mental Hospital and Indian School of Mines, on the extension of the Patna-Bankipur water-supply and on the improvement of the local waterworks at Muzaffarpur, Bhagalpur, Arrah and Puri.

Water-supply and medical relief in rural areas.

Progress was also made with the improvement of supplies of drinking water in rural areas. During the five years ending 1924-25 over Rs. 1¾ lakhs were distributed to district boards for this purpose. In 1925-26 grants of just under 4 lakhs were made and for the present year the same sum was provided. District boards have been called on to prepare regular programmes and contributions are required both from the boards themselves and from private sources. The aim of Government is to ensure the sinking of at least two new wells annually in the area served by each police-station. At the same time large grants have been and are being made for the building and maintenance of dispensaries in rural tracts. Government wish to see one dispensary at least in each police-station, and some district boards have already completed this programme. At first only capital grants were made towards buildings and equipment, but the poorer boards complained that they could not afford the upkeep of so many dispensaries, and recurring contributions have since been

sanctioned to overcome this difficulty. Altogether six and a half lakhs recurring and nearly sixteen lakhs non-recurring were distributed up till the end of the year 1925-26, while three and a quarter lakhs recurring and five lakhs non-recurring are being divided among the boards during 1926-27.

Medical institutions.

With a Medical College and two medical schools, the province is now in a position to train most of its own doctors. All the students from Bihar and Orissa studying in Calcutta were transferred to Patna in July, and the Prince of Wales' Medical College is now in full working order with complete staff and equipment. At the same time the third and fourth year classes of the Temple Medical School were transferred to Darbhanga, where the new Medical School is now completed. Facilities for treatment of all kinds are being extended rapidly. The Indian Mental Hospital at Kanke near Ranchi, which is shared by the provinces of Bengal and Bihar and Orissa, was ready for occupation at the end of 1925, and all the patients from Patna, Berhampur and Dacca were transferred there in January 1926. Difficulties were experienced at first in feeding the patients in such an isolated place but these are being gradually overcome. The Radium Institute continues to attract patients from all over India, although visitors from Bengal are fewer in number owing to the possibility of treatment in Calcutta. Buildings for a child welfare centre are being constructed at Gulzarbagh, Patna, and funds for the establishment of a sanatorium for sufferers from phthisis at Itki in Ranchi were voted by the Legislative Council. Meanwhile, existing hospitals are being improved. Electric lifts for infirm and bedridden patients have been installed at the Patna General Hospital, which has also been provided with an independent water-supply and modern apparatus for the X-ray department. Extensions have been made to the Cuttack General Hospital and a large piece of land has been acquired for additions to the Ranchi Hospital. The maternity ward at Puri Pilgrim Hospital is nearing completion, and, thanks to public spirited donations from Rai Bahadur Prithwi Chand Lal and Raja Bahadur Harihar Prashad Narayan Singh of Amawan, a zenana ward is being added to the Purnea hospital and a separate zenana hospital is being erected in the town of Bihar.

Weather and Crops.

The year 1926 will probably be remembered by the Bihar cultivator principally on account of the late arrival of the monsoon and the fall in prices of the principal export staples, sugarcane products, linseed, jute and tobacco. On the other hand those whose income is not

directly dependent on cultivation must have noticed the rise in the prices of food-grains. The price of rice ruled about 7½ per cent. higher than the high level of the previous year, and that of maize rose steadily, until it reached the very high average rate for the province of 8¼ seers to the rupee in August, while it fell much less than usual towards the end of the year.

Course of the seasons.

Bihar is the chief *rabi*-growing tract, but *rabi* crops and vegetables are important in Cuttack and in some parts of Chota Nagpur. Weather conditions for the crop ripening in the spring of 1926 were on the whole unfavourable, owing to insufficient rainfall, particularly in North Bihar. The crop to do best was sugarcane which was classed as a normal crop. Oil-seeds and wheat were from 10 to 15 per cent. below the average for the last ten years and other *rabi* crops somewhat better. For the rains crops spring showers were sufficient for preliminary cultivation generally, and owing to the high prices of last year and the favourable conditions, an unprecedented area of jute was sown. But the rainfall was below the normal everywhere in May, and in June, although there were scattered showers on the eastern side of the province at the beginning of the month and more or less general light rain for a few days in the third week, there was no further considerable rain for another three weeks and the rainfall of the month was only about one-fifth of the normal. Heavy rain began in the second week of July and the fall for the month was in excess all over the province; but the transplanting of rice began late, and in Bihar there was a shortage of rain from the middle of August onwards and no general rain at the end of September, the fall of which makes, as its absence mars, both the late rice and the *rabi* crops. In Orissa high floods submerged large portions of the Cuttack and Balasore districts in the third week of August, and after subsiding, rose again, so that considerable areas were under water up to the end of September. Damage was also done by floods in Puri. The unusual concentration of the rainfall at the beginning of a late monsoon was good for neither upland nor paddy crops, and both area and outturn were much below normal. The latest estimates indicate a shortage of over 18 per cent. of the total outturn of *bhadai* crops and 17 per cent. of winter rice. Even sugarcane, which resists comparatively long periods of floods and drought, will give considerably less than a normal crop. As usual, when rain is badly distributed insect pests were exceptionally active, and much damage was done by caterpillars at the close of the year.

Floods.

The recurrence of floods in Orissa is one of the most difficult and complicated problems confronting Government. The beds of rivers have been raised by silt deposits and the mouths or other outlets to the sea have been gradually contracted or obstructed by similar deposits or the formation of sand bars. When heavy rains occur in the catchment areas of the Mahanadi and Brahmani rivers, the water cannot get away quickly enough and either overtops the containing embankments or causes serious breaches in them. For these and other reasons the recurrence of floods in Orissa is frequent, and hitherto it has not been possible to devise means to prevent them. The opening of 1926 saw the aftermath of serious floods in Puri district, the more acute effects of which had to a great extent passed away owing to the remedial measures taken. In the worst affected areas of the Puri district and in some parts of the Cuttack district the distribution of gratuitous relief was maintained through the hot weather. No special relief operations were required, as the work undertaken by the Public Works Department, the district boards and private landlords proved sufficient to employ all those in distress. In fact, a scarcity of labour was actually reported, since most of those requiring employment preferred, as usual, to emigrate temporarily to Calcutta. The more important measures undertaken by Government were to enlarge the mouth of the Kushbhadra river and to make an experimental cut in the mouth of the Chilka lake in the hope of draining off flood water more rapidly. At the same time the Nunia embankment was reconstructed, and other embankments were strengthened and repaired. Unfortunately, in the middle of August further high floods occurred in all three deltaic districts, followed by two successive lesser floods in September. The Cuttack and Balasore districts suffered the worst from these inundations. With the exception of the Brahmagiri and Gop thanas, the Puri district escaped lightly. The usual immediate measures were taken and the distribution of agricultural loans on a generous scale enabled much of the land affected to be replanted. Since in the course of these floods nearly all the numerous rivers flowing down into Orissa were in flood at about the same time on three separate occasions, the area affected was greater than in 1925. The local officers estimated for the three districts the area in which flood damage had been severe should be taken to be not less than 240 square miles, but a further area of 340 square miles was affected to a less degree.

Agricultural development.

The Agricultural Department has further consolidated its position, particularly in South Bihar, where the demand for the improved

seeds introduced by the department is limited only by the staff available for selecting land and for supervising demonstrations. Groundnuts have become a routine crop for sandy land in large areas, which are being constantly increased by further demonstration. One of the Coimbatore seedling canes is in great demand wherever it has been introduced, and the whole standing crop of about 1,700 maunds grown on the small farm at Bikramganj on the Son canals has been bespoken by local cultivators for seed purposes at a price of eight annas per maund. The small farms at Banka and Jamui have also done excellent work in their neighbourhood both in experiments with manures and varieties of paddy, and in demonstrating the value of the Coimbatore cane and of an improved gram recommended by the department, for both of which there is a large and growing demand in South Bhagalpur. In fact, the success of small farms under good management both for experiments and for seed growing and demonstration purposes is assured; and the department, after a temporary halt due to shortage of trained staff, is beginning to prepare again for a further development of Government farms on which, in the absence of any educated private interest in practical agriculture, all improvements must be initiated. Sites for two more small farms were acquired during the year, and seven more have been selected. The Monghyr dairy farm maintained a supply of milk to the value of Rs. 1,000 a month throughout the year and the demand is increasing. There are now three considerable dairy farms under the Agricultural Department in the province—Kanke, Monghyr and Sabour, and one is being started at Cuttack, as well as a herd of buffaloes at Sepaya. These herds are at present quite new, but as they are gradually built up, should be able to supply bulls of guaranteed milking strain to enable the dairying industry of the province to make a much-needed advance.

Organization for the supply of manures, etc.

The starting of small farms since 1921 has absorbed the energies of most of the trained staff of the department, while the demand for their services more particularly for the distribution of manures in South Bihar is increasing rapidly. It was in fact becoming impossible for the department to manage the commercial side of manure distribution and at the same time carry on their proper work of educating the cultivator by practical demonstration on an extensive scale. In these circumstances an arrangement was made with seven central co-operative banks in South Bihar which undertook to stock and distribute manures, for which purpose they employed special clerks, paid for by Government in the first instance, as an experimental measure.

Nearly 200 tons of gypsum were imported from Bikanir in the year and quantities of sulphate of ammonia and superphosphate were also distributed. But the most significant development in this direction is the establishment by a Calcutta firm of depôts for the sale of manures in sealed bags and tins, wherever there is any considerable demand. Recent developments in the chemical industries have placed a large choice of manures on the market, at relatively cheap rates; and there is every sign that the demand for at least two of these, ammonium sulphate and ammonium phosphate, will increase rapidly, provided their supply free from adulteration can be assured.

Well-boring.

The most important development in the Agricultural Department itself was the reorganization of the engineering section under three supervisors in the three alluvial tracts of the province North Bihar, South Bihar and Orissa, the well-boring superintendent being promoted to be assistant to the Agricultural Engineer. There has been a strong demand for large borings with strainer tubes, while there is every sign that the *rahat*, or iron Persian wheel, fitted with ball bearings and adapted for low lifts, will meet a growing want among the better class of cultivators.

Veterinary work.

Special attention is now being paid to cattle-breeding which is of cardinal importance to an agricultural province such as Bihar and Orissa. Hitherto, effort has been more or less focussed on milk production and this development has been in the hands of the Agricultural Department, although Government also depends for advice on this subject on the Veterinary Adviser. Government now look for advice on cattle-breeding to the Development Board which consists of the heads of the Agricultural, Veterinary, Co-operative and Industries Departments with the Minister in charge as President. This change has given a great impetus to progress. Last year a special committee was appointed to consider the subject, and on its recommendation it has been decided to establish a farm at Patna to develop a class of animal which will be of use to the cultivator both for draught and milk production. Funds for this farm, which will be under the control of the Veterinary Adviser, were voted by the Legislative Council in the spring and some progress has been made with the buildings. It is proposed to attach this farm to a Veterinary College where the departmental staff will be trained instead of being sent to Calcutta. It is believed that such a college will be of great benefit to the province as a centre of research, while it will be possible to give the students training in animal husbandry and dairy work on the farm. The Secretary of State

has sanctioned the scheme and, if the Council votes funds, the foundation stone will be laid forthwith. The department continues to maintain its popularity and the demand for preventive inoculation shows no sign of slackening. During the last two years there has been some decrease in the number of cattle attacked by contagious disease, and it seems probable that this is due to the continuous expansion of the staff which enables outbreaks to be attended promptly and so prevents the spread of epidemics. Progress is also being made with training natives of the province for the higher posts. One State scholar who was sent to England in 1922 returned this year after obtaining his diploma at the Royal Veterinary College and his B. Sc. (Veterinary) degree. A second scholar was sent to England in his place.

Co-operative Department.

The co-operative movement continued to expand. During the year 930 new societies were registered, bringing the total number of societies of all kinds up to over 8,000. Five new central banks were established, while there are now more than 200 guarantee unions. The growth of the movement rendered it necessary to appoint a Deputy Registrar to take semi-independent charge of Chota Nagpur and Orissa, while two new circles were opened, making nine in all, three of which were made over to the Deputy Registrar. Very few subdivisions in the province are now without a society, nearly all have at least 50 and in a dozen there are over 200. Despite certain signs which cause anxiety, the societies are making their influence felt more and more and the aid of this organization is increasingly sought by the agricultural and other departments which need to maintain close touch with the people. Government advanced loans free of interest to seven central banks for the construction of seed and manure godowns, and also paid special subsidies to enable them to appoint subordinates to work under the direction of the Agricultural Department in popularising improved seeds and manure recommended by it.

Industrial and technical education.

Facilities for technical and industrial operations, on which three-fourths of the funds of the Industries Department are spent, continue to improve. The Bihar College of Engineering entered its third year in July, after the first intermediate examination, which was held with good results in the spring. The classes for mechanical engineers instituted there with the co-operation of engineering firms, which have undertaken to receive passed students as apprentices, are also developing satisfactorily. A scheme for the improvement of the Orissa School of

Engineering, by adding a third year class to teach the full course for civil engineering subordinates and establishing mechanical engineering classes similar to those started at the college, was accepted by the Legislative Council and is already partly in operation. Substantial additions to the existing buildings and workshops are being made. Classes of the latter type are also being instituted at the Ranchi Industrial School, where similar alterations and additions are in progress. When these are complete, every native of the province will be able to obtain, in his own division, a useful preliminary training in the use of tools, along with some technical instruction, to be followed by a regular apprenticeship to an engineering firm under the auspices of the managing committee of the local institute. In the Bhagalpur Division a full five years' apprenticeship can be served at the workshops of the East Indian Railway at Jamalpur, where with the assistance of the local Government, a fine institute with hostels has been constructed and a strong teaching staff engaged. The other large aided technical institute at Jamshedpur, where young men are given a first class practical and theoretical training in the metallurgy of iron and steel has proved a great success. Young men trained in it have so far all received posts on good pay from the Tata Iron and Steel Company and are working to the complete satisfaction of the management. As usual, three foreign State technical scholarships were awarded during the year, while a number of stipends were given to enable young men to obtain training in other parts of India or in the coalfields of the province.

Industrial development.

Meanwhile the advisory and development work of the department is being gradually placed on a satisfactory footing. The engineering staff under the Industrial Engineer is getting into closer touch with small capitalists year by year and, as it gains experience, is becoming more and more competent to act as consulting engineer for the various small industries of the province. The organization of the textile branch is also nearly complete. The province has been divided into ten circles, each in charge of a demonstrator, who conducts peripatetic demonstrations of improved appliances. These parties are based on the Cottage Industries Institute which carries out experiments in its various sections, arranges for the supply of looms, dyes, accessories, etc., and introduces new cloths and new patterns among the weavers. Similar services for the silk industry are performed by the Bhagalpur Silk Institute, while the experimental blanket factory at Gaya is attempting to do the same for the primitive blanket industry in the south of the Patna Division.

The Board of Industries met regularly during the year and dealt with a number of applications under the State Aid to Industries Act, besides advising Government on various schemes proposed by the Director. State aid was recommended in several cases and Government sanctioned a loan of Rs. 40,000 to Babu Basanti Charan Sinha of Muzaffarpur to assist him in the development of his fruit canning industry. A Chamber of Commerce for Bihar and Orissa was founded under the auspices of the Board on the lines of other similar Chambers in India. The demonstration match factory was completed and started to work at full pressure early in April, when it reached its guaranteed output. The cost of manufacture worked out very much as estimated and the quality of the matches is at least equal to any indigenous product, but the factory has been handicapped by unexpected difficulties in regard to wood supply and by a great fall in the wholesale price of matches. Lack of wood actually necessitated closing down for three months towards the close of the rains, but manufacture has now commenced again and there seems a good prospect of ultimate success.

Mining, railways and ports.

Bihar and Orissa produces about two-thirds of all the coal mined in India and considerable quantities of iron-ore, besides being the most important source of mica in the world. The number of coal mines at work fell again to 441, as compared with 480 in 1925 and 535 in 1924, but the mines closed down were mostly small mines producing inferior grades of coal. The total output of coal was much the same as before, viz., 13.8 million tons as against 13.9 and 14.1 in the two preceding years; but low prices continued and there was no improvement in the demand. But for the coal strike in Great Britain, which led to a sudden rise in exports of Indian coal so that they will surpass the figures for any but the record year of 1920, the situation would have been even more serious. Fortunately, the Coal Grading Board had been established in time, and there is hope that the improvement in quality guaranteed by it will lead to the retention of the new markets gained, when prices become more favourable. In the coalfields every possible step to reduce costs is being taken. The most noticeable are the concentration of labour in a few shafts and inclines and the installation of modern machinery and electric power. New coalfields, where raising costs are likely to be cheaper, are being developed, and the railways now under construction or just completed are certain to increase the material prosperity of the province. The most important is the Central India Coalfields Railway which will at once afford an outlet

for the Karanpura and Bokaro fields to the west and will eventually provide the shortest route from the coalfields to Bombay. This railway will not be finished till 1928, but the Barkakhana-Chandil Chord which gives a direct outlet to Jamshedpur and the south was nearly completed, while the Talcher line, which joins the new Talcher field to the main line from Calcutta to Madras, and so brings good class coal much nearer to southern India, was ready for traffic by December.

A resurvey of the Dhamra river and the approaches to the port of Chandbali was undertaken and was in progress at the close of the year.

Forest policy.

The Forest Department pursued its policy of revising its working plans to suit modern conditions and finding new demands for its produce. The general aim of the department is to meet, as far as possible, the present demand for timber, firewood and bamboos without impairing future supplies, or in other words to use the revenue and leave the capital untouched. Apart from the direct economic benefit to the people of the province, forests have an influence on the climate and agriculture of the province which can hardly be exaggerated. The maintenance of forest in hills and plateaux not only increases the local rainfall, but by holding up the moisture precipitated prevents serious floods in the plains below. Unfortunately, the forests on the Chota Nagpur plateau are all under private control and are rapidly being exterminated, with results which will be disastrous to a wide area. Efforts which have been made to induce private owners to realise the value of their forests and to place them under the management of the department where necessary have had disappointing results, and Government now contemplate the acquisition of selected blocks of private forests on the eastern slopes of the main plateau and elsewhere.

Exploitation of forest produce.

A special officer is employed to exploit the products of the forests. Hitherto the coalfields, though situated in and on the borders of the province, have drawn their supply of pit-props mainly from elsewhere. Efforts are being made to develop local sources of supply, as well as to exploit lesser known timbers for use as railway sleepers. Negotiations for the establishment of a bamboo pulp factory near Cuttack were continued, and at the same time it was decided to increase the area under *sabai* grass, at present the main raw material for paper making in India, by artificial propagation. The programme for the establishment of

brood lac farms in co-operation with the Lac Research Institute was maintained. Financial results were about the same as last year, the net surplus being 2.6 lakhs of rupees; but much of the outlay was in the nature of capital expenditure. Nearly 1½ lakhs was spent on roads and buildings, which are necessary for the development of the forests. Twenty miles of road were constructed and 58 miles realigned. Altogether the direct and indirect benefits of Government forest policy far exceed the small net revenue now realised.

Administration of Justice.

The volume of litigation in Bihar and Orissa shows a continuous tendency to increase. It proved impossible to dispense with the two additional judges of the High Court first sanctioned in 1922, and they were reappointed for another year. Additional District and Sessions Judges had also to be appointed for varying periods for Chota Nagpur, Cuttack, Manbhum, Sambalpur, Muzaffarpur, Bhagalpur and Shahabad. Shorthand writers were sanctioned for all subordinate judges, who should be able with this assistance to deal with more suits. An interesting experiment was the establishment of a class at the Gaya central jail for the compulsory education of all Hindi-speaking prisoners of 25 years and under, serving sentences of over two years. The prisoners are taught tailoring, weaving and other practical subjects, besides reading, writing and arithmetic. The class is inspected by the officers of the Education Department. Arrangements were also made for the complete segregation of the better class juvenile convicts, who are too old for imprisonment in the Monghyr juvenile jail, in two other jails. A new prisoners aid society was established at Buxar, where one of the largest central jails is situated, through the public spirit of the residents of the town, and received a special grant from Government.

Higher education.

Excellent progress has been made with the new buildings for the University and its affiliated colleges. The Wheeler Senate House was completed and formally opened in March, and by the end of the year all other buildings were in process of erection and most of them were nearly finished. Meanwhile, the question of the control of teaching in the headquarters colleges was further considered. As already recorded, the debate in the Legislative Council early in the year was inconclusive, and in the autumn the Director was placed on special duty to examine the subject fully and make proposals to Government. In May Government passed orders on the report of the committee appointed to consider the development

of higher teaching in various colleges in Bihar proper. Government agreed with the committee that postgraduate instruction should be confined to Patna, and that the same limitation should apply to B. Sc. (Honours) in physics and chemistry until the new laboratories have been completed and the accommodation required tested by experience. Outlying colleges may be admitted in all other subjects, provided that Government are satisfied that a sufficient number of students will be forthcoming and that proper advantage is being taken of existing facilities. In accordance with these principles the Patna College was admitted in Arabic to the B.A. (Honours) standard, the Ravenshaw College in economics to the B.A. (Honours) standard and the Greer Bhumihar Brahman and Tej Narain Jubilee Colleges to the B.A. and B.Sc. (Honours) standards in mathematics. The University also agreed with some reluctance and after one unfavourable vote to the opening of intermediate classes in certain subjects at the Ranchi zila school. Educated opinion in Bihar and Orissa is on the whole opposed to the development of intermediate colleges which do not seem to have been very successful elsewhere and have been prejudiced in this province by the peculiar circumstances at New College, Patna, where the experiment has been tried. The University, however, eventually agreed to classes being opened at Ranchi in the special interests of the aborigine population, on the understanding that if the demand justified the subsequent establishment of a degree College and funds permitted, Government would consider such a further development on its merits. Another development in higher teaching was the revision of the university regulations so as to abolish the examination for licentiates in teaching and to require the minimum standard of a degree for admission to a training college. Candidates will now receive a diploma after one year's training, and a few will be permitted to take the B.Ed. degree after a two years' course. Men with intermediate qualifications will still be trained for the present in normal schools.

Secondary education.

In the sphere of secondary education there is little to record. For Government high schools, Government continue their policy of erecting new buildings as funds permit and increasing year by year the number of subjects taught. In particular they are carrying out a programme of opening classes for manual training and elementary science for every school. Manual training and elementary science or botany are already being taught in nine schools, and sanction was given for seven more classes in one or other of these subjects. It is too early yet to report on the results of

teaching certain subjects in the vernacular up to the matriculation stage in a number of high schools. Difficulties were experienced at first owing to the lack of text-books and the opposition of parents, and it will be two or three years before any conclusions can be drawn. An industrial class was opened in one Government middle school, as recommended by the Vocational Education Committee, four more were sanctioned and a middle school certificate examination was introduced. Special concessions were also announced for pupils of untouchable castes in high and middle schools.

Primary education.

The remarkable impetus to primary education shows no signs of slackening. By the 31st March there was a further increase of 66,000 pupils in recognised primary schools, making the total increase during the last four years nearly a quarter of a million, or 35 per cent. above the figures for 1921-22. The percentage of the male population attending institutions of all kinds is now 5.75, as against only 4.27 in that year. Much leeway has yet to be made up, but if progress continues on this scale a few years should see Bihar and Orissa on the same level as the more advanced provinces. This progress may be ascribed partly to the large sums allocated by Government to primary education and partly to a mass movement towards literacy among the rural population, particularly in North Bihar which was most backward. For four years in succession an extra recurring grant of about five lakhs has been divided each year among local bodies and this twenty lakhs has enabled district boards and municipalities to open new schools, add second teachers to many lower primary schools and increase the rates of pay of all grades of teachers. Substantial capital grants were also made both in 1925-26 and 1926-27 in order that district boards might make experiments with a cheap but durable type of building recommended by Government. New programmes for the expansion of and improvement of primary education were prepared, and after a conference of chairmen of district boards, final orders on them were passed by Government during the year. These orders lay down the general principles on which boards should locate schools, the rates of pay for gurus, the number of each type of school required for each district, etc., but leave the actual location of the schools and the administration of them to the boards themselves. Government remain responsible for training teachers and inspecting the schools, and during the year were considering a scheme for improving training schools, which is not likely to be carried out at present owing to its cost.

Inspection of schools.

The reorganization of the inspecting staff was completed by the appointment of deputy inspectors to all the remaining outlying sub-divisions and the replacement of the two inspectresses of schools by a Deputy Directress responsible for advising the Director on all matters concerning the education of women and girls. The number of assistant inspectresses was increased from five to nine and the province divided up into nine circles. It is hoped that the increase of inspecting staff will give a much-needed impetus to this branch of education.

Excise.

Since Bihar and Orissa became a separate province there has been a progressive decrease in consumption of excisable articles by 38 per cent. in *ganja*, 41 per cent. in *bhang* and 32 per cent. in opium, accompanied by a remarkable expansion of revenue. There has been an apparent increase in the consumption of country spirit, but this is solely a paper increase due to the gradual replacement of outstills by distillery shops. The number of shops of all kinds has been considerably reduced. In other words the increases in duty and retail prices necessary to check consumption have been so great that decrease in consumption has not prevented a large increase in revenue. The process cannot continue indefinitely, and in the financial year ending March 1925 there was a drop of about seven lakhs in gross revenue accompanying a further marked decrease in consumption. The succeeding April witnessed the beginning of a reaction which led to striking increase in both consumption and revenue. By September the consumption of country spirit had actually increased by 15 per cent. and that of *ganja* by 17 per cent. Immediate measures were taken to counteract this tendency, with the result that by the end of the year, the nett increase was only 4 per cent. for country spirit and 9 per cent. for *ganja;* while the total nett revenue was slightly less than the previous maximum, viz., just under 1¾ crores of rupees. By the end of September 1926 the increase in consumption of all excisable articles, except *bhang*, the increase in which was insignificant, was wiped out. This speedy and effective action was only possible under the new sliding-scale system of settlement which is now in force practically all over the province, and is one of the most striking reforms introduced since the province was formed. The system by eliminating speculative bids at auctions has the added advantage of depriving licensees of any strong motive for pushing up the sale of intoxicants. Its main drawback is the danger of corruption among the excise staff, and

to prevent this in two districts the experiment is being made of confining the inspection of shops to inspectors, who are senior officers drawing not less than Rs. 125 a month. Another important experiment has been the formation of licensing boards consisting entirely of non-officials in eight principal towns of the province. These boards, which exercise all the powers of the Collector in respect of the location and number of shops of all kinds except foreign liquor, and also of the selection of licensees for shops for the sale of country spirit, opium and hemp drugs, have now been working for nearly two years. They have exercised their powers with moderation and maintained harmony with the excise staff. In view of Government's determination to prevent any increase of consumption and to promote temperance in every way possible, it seems unlikely that the excise revenue will show any further sign of that buoyancy which has been mainly responsible for large surpluses during the last few years.

Budget estimates.

The estimates for the year 1926-27 anticipated an opening balance of just over two crores of rupees, of which more than half a crore represented the Famine Insurance Fund, which is not available for ordinary expenditure. Revenue was placed at 5·63 crores and expenditure to be charged to revenue at 6.12 crores. In other words it was proposed to draw on the provincial balances, swollen by continued surpluses from " Excise ", to the extent of half a crore in order to finance a number of new schemes. Most of this expenditure was of a capital nature and so would form no permanent charge on provincial resources, but the general position was held to justify an ultimate increase in recurring charges of eleven lakhs of rupees.

Necessity for caution.

The most remarkable feature of the last financial year was a further increase of seventeen lakhs in the excise revenue, in spite of all the measures to check consumption described above. The gross income from this source is now two crores, compared with 1¼ crores in 1922-23, although the comparison is not exact, owing to a change of system in the method of paying the Government of India for opium, and the actual nett increase is ten lakhs lower. The fact remains that excise receipts now form 36 per cent. of revenue, and are almost entirely responsible for the series of budget surpluses during recent years. Other sources of revenue hold out no hope of other than gradual increase. Sooner or later one or two bad years will come, and then the effect of the constant enhancement of duty on country spirit and

similar measures will be felt in a serious falling off in revenue and may place the local Government in an embarrassing position. It is this danger which makes it necessary to follow a policy in sanctioning new recurring expenditure, which some critics consider over-cautious.

The outlook.

The position at the end of the financial year will still be safe, although there is no hope of large sums being available for schemes involving recurring charges. As usual, the actual opening balance proved higher than the estimate, and it has been finally calculated at nearly 2¼ crores. Again, the closing balance is now estimated at well over 1¾ crores, or one quarter of a crore more than the budget figure. Moreover, the Famine Insurance Fund is almost full, while less than twenty lakhs is owing to the Government of India on the provincial loan account. If there is little hope of any but a very gradual expansion of revenue, at least the province is solvent.

Division of funds between the two sides of Government.

In some provinces the working of the Reforms has been prejudiced by financial difficulties which have made it impossible to find money for the schemes prepared by the Ministers in charge of the transferred departments. Bihar and Orissa, as the Muddiman Committee pointed out, presents a marked contrast to others. Up till the end of 1923 about three-quarters of the money available had been allotted to these departments, as against one-quarter to one-third in less fortunate provinces. Since then this favoured treatment has been even more marked, as the following table of percentages taken from the Finance Member's last budget speech, shows :—

	Reserved.		Transferred.	
	Recurring.	Non-recurring.	Recurring.	Non-recurring.
	Per cent.	Per cent.	Per cent.	Per cent.
1924-25	10	35	90	65
1925-26	7	19	93	81
1926-27	5	25	95	75

It follows that the relative importance of the various departments as agencies for spending public revenues has undergone considerable

change in the last few years. " Education " has now displaced " Police " as the chief spending department, having increased its share of the expenditure from eleven to fifteen per cent. in five years. The Medical and Public Health Departments, with a jump from four to nine per cent., have made a striking advance into the lime-light, while another welcome change is the increase for " Agriculture " and " Industries " from three per cent. to four per cent. Altogether the Transferred Departments get forty-two per cent. of the money available against thirty-five per cent. five years ago, while another seven per cent. goes in common services such as printing and stationery, pensions and the like. As the Reserved Departments include " Irrigation " and " Forests ", which account for six per cent. of the provincial expenditure, it is no longer possible to complain that the " nation building " departments are starved for the maintenance of the essential services.

PART II.

Bihar and Orissa in 1925-26.

CHAPTER I.

Political and General Events.

THERE was no event of outstanding political interest in the history of the province during 1925-26. Bihar and Orissa, handicapped by social backwardness and lack of racial and linguistic unity, rarely appears in the lime-light on the political stage; but in recent years, since the subsidence of the turmoil of non-co-operation, the province has made quiet but continuous progress. The absence of any local newspaper with a circulation outside the province and the small attention paid to the province by the more influential press of Bengal and the United Provinces are contributing factors detrimental to publicity. Yet the province, both in area and population, forms a large fraction of India, and presents conditions and problems, both peculiar to itself and shared in common by the rest of the country, which await solution before the road to self-government is clear. The year's record is, therefore, of special interest at this crucial period in the history of India.

Tension between Hindus and Muhammadans.

The most striking feature of the year has been the growing ill-feeling between the two great communities of Hindus and Muhammadans. In some degree this has been an extension of the conflagration which was first kindled elsewhere, but there is no lack of fuel in Bihar and Orissa which only needs a few sparks to ignite it, and there were not lacking those from outside who sought to fan the flames. In the whole province Muhammadans, of course, are in a great minority, comprising less than ten per cent. of the population, though, excluding Orissa and Chota Nagpur, the proportion rises to 14 per cent. This fact, in itself, militates against a policy of aggression. On the other side, while the *Sangathan* and *Suddhi* movements have possibly made less headway than elsewhere, yet Hindus were frequently incited to assert themselves and, in

particular, great efforts were made to dissuade them from assisting in the celebration of the *Muharram* as they have ordinarily done hitherto. These were partially successful and the *tazia* processions were generally on a reduced scale. In several cases collisions were only averted by the intervention of the police. In North Monghyr a procession was actually stoned, and subsequently a body of 300 Hindus made an unprovoked attack on it, in which 17 Muhammadans were injured. Bad feeling was most acute in the districts of Gaya and Shahabad, where Sasaram is a storm centre in which trouble has been before this experienced. During the Durga Puja serious friction occurred at Gaya, where the Hindus tried to force their way playing music past the Jumma Masjid, but a compromise was eventually arranged by the local officers after several anxious days. The Gaya case was unfortunately typical of others. The claim to pass mosques in procession playing music, even at the time of prayer, has rarely caused trouble before in Bihar, where previous communal disputes have usually centred round the ceremonial slaughter of cattle. The year closed with some improvement, but the Calcutta riots which occurred immediately afterwards naturally had their repercussions in Bihar.

Caste movements.

Another sign of the times is a growing caste consciousness, which is specially to be found in the upper ranks of the Sudras. For some years past the *Ahirs* or *Goalas*, who form the largest single caste in the province, and specially pride themselves on their relationship with *Krishna*, the *Kurmis* and a few others, have been combining to improve their social position. The movement takes the form of caste associations, large annual, as well as numerous smaller and casual, caste gatherings, the assumption of the sacred thread, vows of temperance and refusal to perform *begari* and menial offices for the higher castes, who usually occupy the position of landlord. These manifestations are resented by the twice-born castes, and particularly by the *Bhumihar Brahmins*, who see in them a menace at once social and economic. These feelings culminated in a serious riot in South Bihar in May 1925. The *Goalas* had arranged to hold the annual meeting of their *sabha* or caste association, in a village near Kiul junction on the East Indian Railway. The *Bhumihars* of the locality determined to break the gathering up by force. A large mob armed with lethal weapons including a few firearms, assembled, and after overpowering and seriously injuring a small squad of police under the local sub-inspector, returned to the attack on the following day in spite of the presence of the Superintendent with a detachment of

armed police. The police, when actually set on by the mob, were compelled to fire, with the result that several persons were killed and a large number wounded. The violence and determination of the attack disclosed the strength of the feelings aroused.

Causes of unrest among the masses.

These signs of an awakening even among the rural population to the importance of organization under modern conditions are not surprising. Ever since the war, the whole province (Bihar in particular) has been stirred by agitations which have gone far below the surface. In their origin they may be traced to the high prices caused by the war and to agrarian troubles, especially in Tirhut, but the grievances of the tenants have been played on by others for various ends, and it was these that gave the real strength to the non-co-operation movement. The spread of education downwards accompanied, as elsewhere in India, by a growing number of imperfectly educated and discontented misfits in life, tends to keep the sense of grievance rooted in economic causes always simmering, and it easily manifests itself. Since the palmy days of the non-co-operation movement, however, there has been a period of disillusionment. The masses are no longer buoyed up with the hope of the early attainment of the millennium by political action. There is far less interest even among the educated in the manœuvres of the Congress, while the Khilafat movement, which excited strong feeling among the Muhammadans, is a dead issue. The meeting of the all-India Congress committee at Patna in September attracted relatively little interest. Mr. Gandhi presided, and both before and after toured the province, beginning at Cuttack, passing up through Chota Nagpur to Patna and eventually ending in the east of South Bihar. He had intended to traverse Tirhut, but was compelled by weakness to abandon his tour. His avowed object was to collect money for the Das Memorial Fund, in which he met with moderate success. His public utterances were chiefly confined to the advocacy of spinning, temperance and the like. There was little excitement, but large crowds gathered to see him and his person was everywhere regarded with great reverence. The Ali brothers also toured Bihar in the interests of the Khilafat Fund, but the collections are said to have been disappointing.

Local bodies and politics.

Local bodies continued their incursions into politics. Attempts were made to make the learning of spinning compulsory in primary schools; in several cases the weaving of *khaddar* was enjoined on all

employés, including teachers, on pain of dismissal, and hymns with an anti-Government bias were prescribed for daily use. One or two district boards went further and tried to link themselves up with the Congress organization. Teachers were sent to *charka asrams* not only to learn spinning but, incidentally, to imbibe political tenets often objectionable to them, while the submission of a certain length of yarn was prescribed monthly. These activities compelled Government to threaten the withdrawal of grants, and for some time considerable friction was created. Later on, matters improved, and a conference of chairmen of district boards held in Ranchi during the rains led to better feeling.

The floods in Puri.

Some political capital was made out of the severe floods which occurred during the rains in a small portion of the Puri district. Mr. Andrews was invited by the local Congress organization to visit the affected tracts, and published accounts which imputed entire neglect both to Government and the local officers. In point of fact, the latter had dealt with the situation promptly and adequately, and Government gave the fullest information to the public. Nevertheless, Mr. Andrews' articles attracted widespread attention and non-official organizations were set up for relief, while His Excellency was asked to summon a special meeting of the Legislative Council. This was refused, but both His Excellency and the Revenue Member visited the flooded areas and satisfied themselves that distress was not acute and that everything possible was being done to alleviate it. This rapidly became plain to the charitable missions from other parts of India, whose operations were soon brought to a close. In spite of this and the explanations again given by the Revenue Member in the Council, a resolution was carried at the January session recommending that a further two lakhs of rupees should be set aside for relief.

Swarajist "walk out".

Apart from this, the only noticeable event of political interest in the history of the Legislative Council was the "walk out" of the eight Swarajist members in January after a brief explanation. In this they merely followed instructions received from Delhi and conformed to the action of Swarajists in the Assembly and other provinces. This left the opposition in a hopeless minority, and after an unsuccessful attempt to cut down an item in the police budget nine more Independent members left the chamber after expressing disgust at the proceedings. These manœuvres were the beginning of the election campaign which will be described next year.

Attitude of labour.

There was no real labour trouble during the year. This immunity was due chiefly to the depressed state of the coal and metallurgical industries, which made it evident that they could not afford higher rates of pay. The closing of many collieries and the reduction of hands at Jamshedpur also made the men generally unwilling to risk their jobs in the face of a plentiful supply of labour. After many refusals, the Tata Iron and Steel Company agreed, as a concession, that subscriptions to the labour association should be deducted from the pay of members and made over to the association, but this caused dissatisfaction among their employés, who insisted on reverting to the system of voluntary payments.

The provincial press.

The press in Bihar and Orissa has only local influence and that not very great. There are only four papers of any importance published in English: only one of these appears daily and their circulation is very small. The predominant topic throughout the year, especially in the vernacular papers, was the increasing bitterness between Hindus and Muhammadans, and not a little was done to keep the excitement alive by Urdu and Hindi organs, whose attitude was frankly partisan and frequently provocative. With the collapse of the Khilafat agitation, foreign politics received little mention. The only subject occasionally discussed was the treatment of Indians in the colonies, but notice of this even was rare. The desirability of further constitutional changes received little attention in the vernacular press, and there was a marked improvement in the comments on police administration, possibly because the revival of communal tension brought forcibly to the notice of both sides the necessity of maintaining law and order. Primary education was rarely mentioned, but the location of the University and its constitution were for a time discussed almost daily. An interesting feature of the year was the keen interest taken in local self-government. In previous years any mismanagement was at once attributed to the mistakes of local officers, while Government was urged to abolish official control and leave the people to manage their own affairs. Now that the control of the district officers has been removed, the deterioration in administration has been too marked to escape comment, and criticism was both definite and outspoken. One of the worst offenders was the Patna municipality, which earned scathing censure. Strangely enough the passing of the Local Fund Audit Act, which was designed to prevent only the most flagrant abuses, aroused strong opposition. The visits of Mr. Gandhi and the Ali brothers attracted very little attention, and Mr. Shaukat Ali was rebuked by the *Express* for his " wild talk ".

The chief topics of the Oriya papers were the amalgamation of the Oriya-speaking tracts, the affairs of the Jagannath temple, the floods, and the work of the Settlement Department in Orissa.

Changes in the Government.

Towards the end of March 1925 His Excellency Sir Henry Wheeler proceeded on leave to England for four months, and the Hon'ble Sir Hugh McPherson, Vice-President of the Executive Council, acted as Governor of the province. The vacancy on the council was filled by the Hon'ble Mr. E. L. L. Hammond. On the 3rd December the Hon'ble Sir Hugh McPherson resigned his place on the Executive Council, and the Hon'ble Mr. Hammond was appointed to succeed him permanently. The Hon'ble Mr. S. Sinha was then appointed Vice-President. The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din and the Hon'ble Babu Ganesh Datta Singh remained Ministers of Education and Local Self-Government respectively throughout the year.

CHAPTER II.

Finance.

Comparison with other provinces and States.

VISITORS to Bihar and Orissa, and particularly those who see Bihar proper for the first time, often comment on the remarkable fertility of the soil and draw comparisons unfavourable to other parts of India. Yet as an administration, Bihar and Orissa is the poorest in India, and has little or no prospect of any further expansion of its existing sources of revenue. Before discussing the causes of this poverty, it will be interesting to make some comparisons with other parts of India and for this purpose the reader should examine the following table :—

Table comparing the resources of Bihar and Orissa with some other provinces and some Indian States.

(Budget figures for 1925-26.)

Name of Province or State.	Area in thousands of square miles —British territory.	Population in millions.	Revenue in crores of rupees.	Land revenue in crores.	Expenditure on education in crores	Remarks.
1	2	3	4	5	6	7
Bombay	124	19·1	16·1	5·6	2·08	
Madras	141	42·7	16·5	7·50	1·86	
United Provinces ...	106	46·5	12·8	6·95	1·71	
Punjab	136	24·1	10·7	4·69	1·41	
Bihar and Orissa ...	83	34	5·43	1·74	·76	
Central Provinces ...	100	13·9	5·56	2·30	·53	
Hyderabad ...	82	12·4	7·13	*	*	* Not available.
Mysore	29	5·9	3·40	*	*	
Baroda	8	2·1	2·18	1·07	·29	

This table presents some remarkable contrasts. Bombay, with an area half as large again as Bihar and Orissa and a population

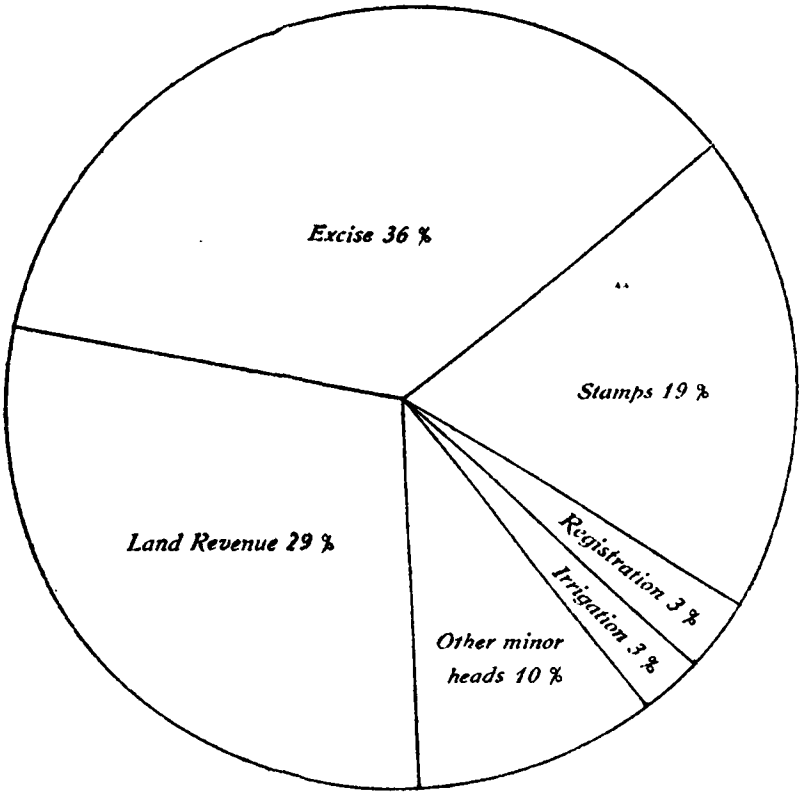
little more than half as great, raises a total revenue of 16 crores of rupees, of which over 5½ come from land revenue. The figures for Bihar and Orissa are 5½ crores total revenue and 1⅞ crores land revenue. This is not because the soil of Bombay is more fertile: quite the reverse. Again, Madras, with an area far larger and a population nearly one-third greater, collects a revenue of 16½ crores of which 7½ comes from land revenue. Hyderabad, which is the same size as Bihar and Orissa, with only 12½ million inhabitants, has a revenue of 7 crores, while little Baroda, only 8,000 miles in extent with a population of 2 millions (less than that of three of the larger Bihar districts and only equal to four others) has a total revenue of over 2 crores, of which 1 crore is land revenue. Taken together, all these provinces and States raise a revenue of 40 lakhs per million inhabitants against 16 in Bihar and Orissa and 15 lakhs land revenue against less than five. The result is that they can do far more for their people than Bihar and Orissa, and the figures for expenditure on education given in the statement are typical. The average is 7 annas a head against 3½ annas in this province.

Analysis of the revenues of Bihar and Orissa.

As it is, the main source of revenue in Bihar is from "Excise", which in 1925-26 eventually brought in 197 lakhs out of a total revenue of 5.79 (against the budget estimate of 5.44). "Land Revenue" with 167 lakhs was the next most important head and the only other large source of revenue was "Stamps", finally placed at 108 lakhs. These three heads accounted for 472 lakhs or 82 per cent. of the total revenue of the province.* "Forests", which bring in 98 lakhs *nett* in Burma, 28 lakhs in Bombay, and 26 lakhs in the United Provinces are of comparatively little importance in Bihar and Orissa. The area of reserved and protected forests is relatively small and the nett revenue in 1925-26 was 2¼ *lakhs*, though it is true that much of the expenditure is capital outlay. "Irrigation", which in the Punjab and elsewhere brings in a large revenue, is on the balance a debit charge. Government are often criticised for the size of the excise revenue, and this point will be examined in another chapter. Here it is only necessary to point out that the nett proceeds of excise, after deduction of expenditure under the corresponding head, are in Bombay 397 lakhs and in Madras 454, against only 174 in Bihar and Orissa. In considering the finances of the province, we are concerned mainly with the

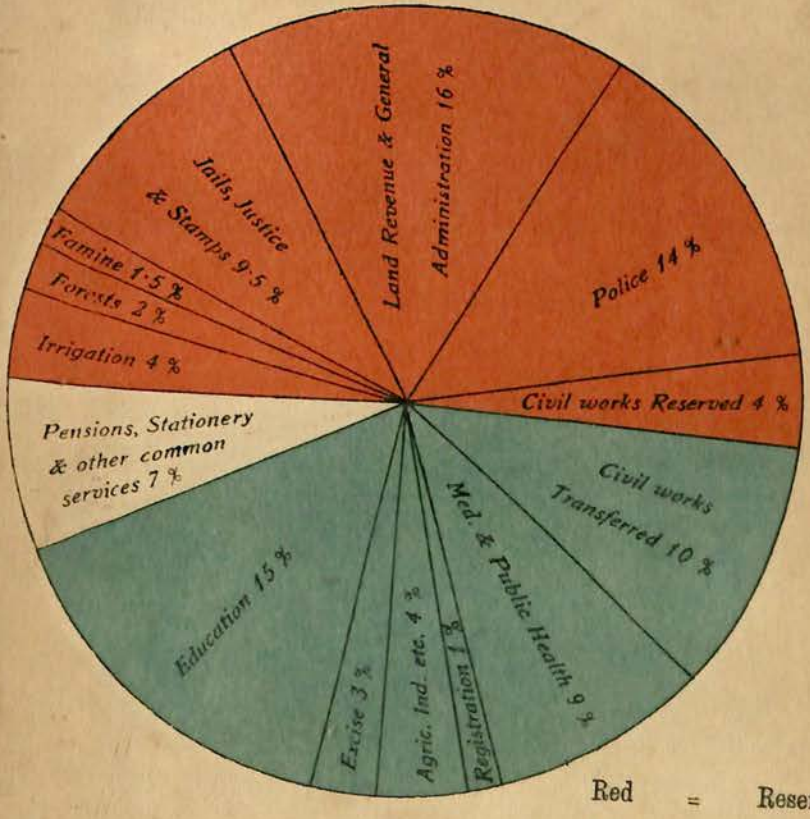
* (*Vide* the diagram opposite this page which gives the figures for the 1926-27 budget when the percentage was 88.)

Revenue in B. & O.
(Budget of 1926-27)



Expenditure in B. & O.

(Budget of 1926-27)


Land Revenue & General Administration 16 %
Police 14 %
Civil works Reserved 4 %
Civil works Transferred 10 %
Mcl. & Public Health 9 %
Registration 1 %
Agric. Ind. etc. 4 %
Excise 3 %
Education 15 %
Pensions, Stationery & other common services 7 %
Irrigation 4 %
Forests 2 %
Famine 1·5 %
Jails, Justice & Stamps 9·5 %

Red = Reserved (51 %)

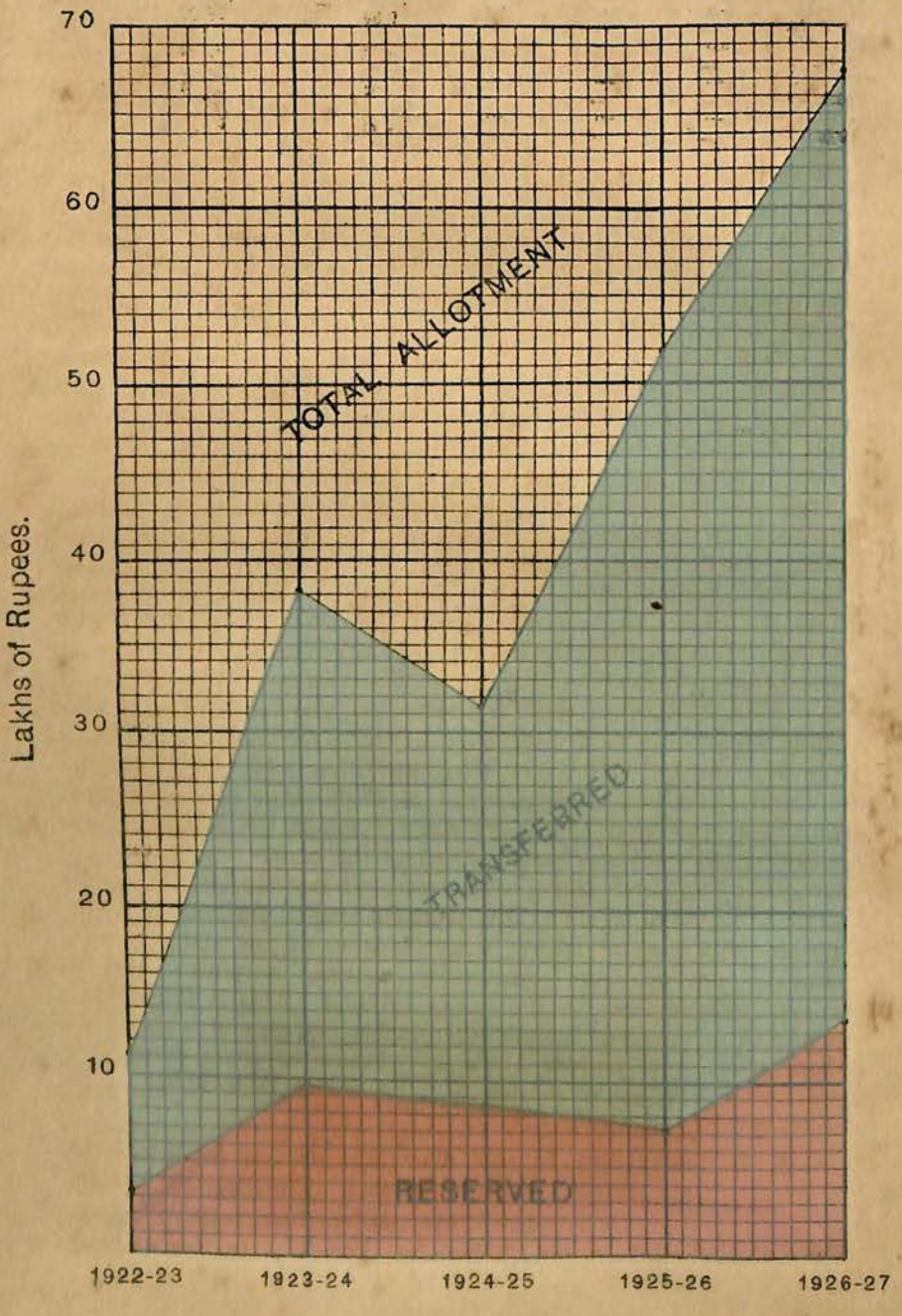
Blue = Transferred (42 %)

White = Common (7 %)

Key to diagram :—

	Reserved.	Total, *i.e.*, Received *plus* Transferred.
1922-23	3·21	11·07
1923-24	9·80	38·07
1924-25	8·71	31·36
1925-26	7·02	51·76
1926-27	13·96	67·37

Diagram showing the total amounts that have been allotted to reserved and transferred departments respectively for new projects during each of the last five years.



stability of this source of revenue, and in the light of these figures there does not seem any grave risk of a collapse.

Situation at the beginning of 1925-26.

The year opened with a balance estimated at 186 lakhs, of which, nearly 40 lakhs represented the Famine Insurance Fund, which is not available for ordinary expenditure. Revenue was estimated at 544 lakhs while expenditure chargeable to revenue, without providing for new schemes, worked out to 520 lakhs. This left a margin of 23 lakhs revenue proper, and it was eventually decided to allot 47½ lakhs to new schemes. This meant a reduction of the provincial balances by a considerable sum, but most of the new expenditure contemplated should be classed as " non-recurring " and the ultimate liabilities of a recurring nature were only 18 lakhs, of which 14½ lakhs would be spent in 1925-26. A good working margin was thus left, and the only question that might arise is whether Government were justified in reducing their balances by nearly 30 lakhs. Of this there can be little doubt. The main danger by which provincial Governments are faced is famine. A widespread famine would not only mean a temporary falling off in revenue, but would call for the disbursement of large sums in agricultural loans and relief works. When the provincial finances were separated from those of the Government of India, it was considered wrong in principle that the local Government should rely entirely on the central Government for assistance in such a crisis, and they were required by statutory rules each, to build up a reserve of a size to be fixed for each province in view of its previous history. The sum fixed for Bihar and Orissa is about 70 lakhs, and an annual payment of 11.62 lakhs has to be made until the fund is full. By the end of 1925-26 the amount to the credit of the fund was expected, when the budget was framed, to be nearly .55 lakhs, and it was considered that this would provide sufficient reserve against any probable calls due to scarcity. Besides this fund there was a free balance of one and a quarter crores, built up from constantly recurring surpluses, due to unexpected increases in the excise revenue. This is larger than is needed as a reserve against other contingencies, and is also more than sufficient to provide funds for working expenses during the year while revenue is coming in. To reduce it to about one crore, involved no undue risk.

Expenditure.

A word may now be said about the various heads on the expenditure side. The diagram opposite this page shows their relative importance at the time of the budget for 1926-27. In this diagram

expenditure on the collection of land revenue and on general administration, have been classed together and amount to 95 lakhs or 16 per cent. of the total expenditure. But the most important single head is now " Education " which, with 93 lakhs, equivalent to 15 per cent., for the first time displaces " Police " which comes next with 84 lakhs, equivalent to 14 per cent. " Civil works " also claims 14 per cent., but this head is temporarily swollen by a large building programme for the Education Department and in a year or two will find a lower level. " Education " has advanced from 11 per cent. to 15 per cent. since 1921-22, and in the same period " Medical " and " Public Health " have actually increased from 4 per cent. to 9 per cent. Altogether, expenditure, on the Transferred side, has risen from 35 per cent. to 42 per cent. of the whole in the same period, while Reserved departments have fallen from 58 per cent. to 51 per cent., 7 per cent. being allocated to common service, such as stamps and stationery, pensions and the like.

Details of both revenue and expenditure under all heads are given in the abstract of the budget for 1926-27 which is printed in Appendix III. This shows the budget estimate for 1925-26, the revised estimate at the close of the year and the new estimates for 1926-27. It will be observed that the opening balance for 1925-26 is there placed, in the revised, at 202 lakhs against 186 in March 1925. This is due to the fact that the actual closing balance for the previous year proved to be 16 lakhs higher than was anticipated, and in spite of numerous supplementary demands during 1925-26, the estimate of the closing balance had thus to be raised. Even this estimate proved too small and the actual figure for the closing balance, as finally reported by the Accountant-General, was 224 lakhs. This increase, over all estimates in both years, was mainly due to receipts from " Excise " being beyond expectation.

Division of funds for new schemes between the Reserved and Transferred sides.

The Transferred departments owe their advance in proportionate expenditure to the liberality with which they have been treated in the allotment of funds for new schemes each year. In this respect, Bihar and Orissa forms a marked contrast to the rest of India, as the Muddiman Committee pointed out. During the years 1921 to 1923 inclusive, these departments in Bihar and Orissa received over 70 per cent. of the money available, whereas in other provinces the proportion was approximately reversed. But the figures for subsequent years are even

more surprising, as the following table, taken from the Finance Member's budget speech, shows :—

	Recurring expenditure.		Non-recurring expenditure.	
	Reserved.	Transferred.	Reserved.	Transferred.
1	2	3	4	5
	Per cent.	Per cent.	Per cent.	Per cent.
1924-25	10	90	35	65
1925-26	7	93	19	81
1926-27	5	95	25	75

Seeing that "Forests" and "Irrigation", which account for 6 per cent. of the provincial expenditure, are classed as Reserved, it can hardly be claimed that the "nation building" departments are being starved in Bihar and Orissa.

Employment of the balances.

A question that is often asked is, how are the provincial balances employed ? Why should Government not earn some interest on the large sums at their credit ? The answer is that they do earn interest on as much of their money as is not required for immediate purposes. Under rules recently issued it is possible for the local Government to deposit with the Government of India any sum of not less than Rs. 25 lakhs for a period of not less than six months, at varying rates of interest according to the term of the deposit. Thus on the 31st March 1926, the provincial balance was Rs. 2,24 lakhs. Of this Rs. 56 lakhs were in the Famine Insurance Fund. In accordance with Schedule IV to the Devolution Rules the local Government have to make assignments to this fund which is not available for general purposes, but only for the prevention and relief of famine. On the balance in this fund the Government of India were paying interest at the rate of 4½ per cent. Another Rs. 1,10 lakhs were on deposit with the Government of India in accordance with the arrangement mentioned above, earning interest at the rate of 3½ per cent. Thus of our whole balance only Rs. 58 lakhs were not earning interest, this sum representing the free balance required for the immediate

needs of the province, in the same way as a private individual keeps a current account at his bank. It may be added that in the preceding December, the month in which this balance usually sinks to its lowest point, the free balance was considerably less than it was in March.

The balance is affected by the provincial loan operations, because it is replenished by every loan taken by or repaid, and depleted by every loan given or repaid. But the extent of the balance on any particular date does not show the extent of the loan operations. On the date mentioned (the 31st March 1926), there was a total sum of Rs. 104 lakhs which had been advanced on interest, of which nearly Rs. 58 lakhs had in turn been borrowed on interest from the Government of India. The difference of Rs. 46 lakhs, therefore, represented money which, though not immediately available and not included in the balance, was an interest-bearing asset of the local Government. In short, every opportunity is taken by the local Government to make the best use of their balances.

The future.

The future outlook is not entirely reassuring. For some years Bihar and Orissa was almost the only province with budget surpluses and money available for new schemes, but this was due to the large contributions made by other provinces, except Bengal, to the Central Government, from which she was excused. It could only be a matter of time before the expanding revenues of the provinces, unhampered by the permanent settlement, overtook expenditure, and, as they became excused from the levy made by the Government of India, had large funds at their disposal for development. This is what is now happening. Meanwhile, Bihar and Orissa has been spending the extra money which the increase in excise receipts has brought her. When this, the only expanding head worth considering, will reach its maximum cannot be stated with certainly, but the time appears to have come, or at least to be close at hand. When it arrives, fresh expenditure will be impossible, unless new taxation is faced. Till then, primary education, medical relief and public health organization must remain as they are. Meanwhile, the finances of the province may be said to be in a reasonably sound position. The Famine Insurance Fund will be filled by the end of 1927, and in two or three years the provincial loan account will be paid off. This, together with the reduction in the building programme, should be sufficient to meet the gradual growth due to inevitable changes, such as pensions and the new schemes introduced in the last few years.

CHAPTER III.

The Legislative Council.

Details of the sessions.

THIS was the second year of the second Council of the Reforms, which first met in January 1924. There were two sessions held, one at Ranchi and the other at Patna. The Ranchi session began on August 17th and the Council sat on nine days. The first item of business was the election of the President, hitherto nominated by the Governor. There were two candidates, Khan Bahadur Khwaja Muhammad Nur and Rai Bahadur Dwarka Nath. The former who had been elected Deputy President three years ago and subsequently nominated by His Excellency as President, was elected by 53 votes to 28. This took two days; four more days were occupied with supplementary demands, legislation and the amendment of standing orders, while the remaining three were given up to resolutions. In Patna, the Council met three times. It sat for six days in January, when practically three days were given up to legislation, two days were occupied by resolutions for which Government gave special facilities and one day by supplementary demands and miscellaneous business. The Council then adjourned till February 15th when the budget was presented. From February 16th till the 19th resolutions were discussed, and on February 22nd and 23rd there was the usual general discussion on the budget. Finally, the Council met again on March 8th when the demands for grants were voted in three days and the Council was prorogued by His Excellency on March 12th, after some further supplementary demands and other miscellaneous business. Altogether there were 26 meetings, of which 9 were wholly and 4 partly devoted to non-official business.

Grouping of the Council.

The composition of the Council remained substantially the same, although there were five bye-elections during the period, of which two were contested. The only organized group was that of the Swarajists who, eight in number, sat together. The officials also sat together on the right of the President while the nominated members formed another group on his left. The arrangement of the other members' seats was generally on a territorial basis. Members from Orissa and Chota Nagpur formed two groups, while the members from Bihar with one or two

exceptions sat together according to the three civil divisions. Altogether there were 23 divisions, of which Government won 11 and lost 12. There were four divisions in matters affecting Transferred subjects and Government lost three and won one. Out of the 23 divisions, three concerned the voting of the budget demands after the Swarajist group had left the Council. Government won all of these by large majorities. In the other seven divisions which they won, the scale was turned by the official block.

Questions and resolutions.

As the Council grew older, the thirst of the members for information became sated. Only 512 questions were asked against 904 in the previous year, while supplementary questions fell from 839 to 484. Notice was received of 264 resolutions, of which 16 were disallowed either by the President or His Excellency. In order to make certain that resolutions which the majority wished to discuss should secure a good place in the ballot, in several cases a number of members sent in the same resolution and the actual number of separate resolutions admitted was 135. Of these 22 only were discussed. Five were withdrawn after discussion, either because the sense of the House was against them or because the members were satisfied with the explanations or promises of Government. Muhammadan members pressed for additional holidays being given during the *Ramzan*, and were satisfied with the undertaking of Government to close all public offices completely for two days for the *Id-ul-fitr* in Bihar proper and further to make special allowance for Muhammadan officials who had to travel a long way to their homes. The Minister for Education promised to close all schools and colleges for three days. A resolution asking Government to provide sufficient pasture land in each village in the province was withdrawn after the Government spokesman had explained the steps being taken to improve the cattle of the province and provide them with fodder, and promised that detailed inquiries would be made in a few typical villages. The Council was also satisfied with a promise that Government would again approach the University to agree to the starting of intermediate classes at Ranchi, on the understanding that they would consider the establishment of a degree college there on its merits later. A resolution recommending that the travelling allowance of members of the Council should be increased was withdrawn on Government strongly opposing any further revision. The fifth resolution to be withdrawn was that for the transfer of control of the colleges at Patna to the University with a view to the establishment of a teaching university there and for the

amendment of the Patna University Act. This was a matter which had aroused very general interest among the public, and had been investigated by various committees over a number of years and fully discussed in the Press. Government had recently consulted the University on the subject and received a statement of their views but had not yet had time to come to a decision. After some discussion it became evident that the champions of some minorities as well as of the more backward castes preferred for the present to leave the University under the control of a Minister responsible to the Legislative Council on which they all had representation, and the mover withdrew his resolution.

Contested resolutions.

Four resolutions were adopted and one was negatived without a division; the former may be said to have been virtually accepted by Government. In pursuance of these Government undertook to establish institutions at Patna to teach *ayurvedic* medicine and *tibbi*, to reconstitute the Central Text Book Committee so as to give representation to the Legislative Council and local bodies, to provide a Hindi and Urdu reporter for the Council on due notice being given on each occasion his services were required, and to proceed with a scheme for additional irrigation in Shahabad district, should it prove feasible and funds were available. It follows that only twelve were actually contested. Of these eight were carried in spite of the opposition of Government and four were defeated. The four resolutions negatived, all by narrow majorities and one after a tie, when the President gave his vote for the maintenance of the *status quo*, were with one exception all of purely local interest and referred to tenancy matters in Orissa. The exception was a resolution to reduce to some extent the court-fees which were enhanced in 1922 when the province was in the throes of a financial crisis. It was urged that the enhanced court-fees pressed hardly on the litigant public, while the province could now afford to surrender some of its revenue. Government denied both propositions and pointed out that the Council was continually pressing for expenditure on education and medical relief. In this attitude they received a good deal of support and were able to defeat the resolution by 37 votes to 31. The eight resolutions passed against the advice of Government recommended the revision of canal and water rates, the allotment of two lakhs of rupees for the relief of distress in flooded tracts in Orissa, the amendment of the Land Revenue Sales Act so as to mitigate hardship on estate owners, the revision of the pay and prospects of the members of the subordinate educational service at

a cost of from eight to ten lakhs recurring, the abolition of all chaukidars and the chaukidari tax, the separation of judicial and executive functions, the establishment of a first grade college at Chapra and the giving permission to cultivators in Sambalpur to take fuel, etc., from reserved forests. It is unnecessary to discuss these in detail. In debating resolutions which only bring the wishes of the Council to the notice of Government, the members do not scrutinise too closely their financial effect and the Council sometimes supports proposals which many of the members know to be impracticable but for various reasons feel unable to oppose. The recommendation that two lakhs of rupees should be set aside for relief of distress in Orissa has already been mentioned, and may be taken as a demonstration of sympathy for Orissa in her perennial difficulties from inundation. The case of the pay and prospects of subordinate educational officers is similar. The Council would like to do something more than has been done for graduates and others engaged in teaching and inspecting work, and did not scrutinise too closely the financial effect of its resolution. In other cases members hesitate to oppose proposals which may do them harm in their constituencies. The recommendation for the abolition of the chaukidari tax may perhaps be explained on these grounds.

Legislation: Bills passed.

There was no important legislation during the year. Three bills were passed into law, the Bihar and Orissa Mining Settlements (Amendment) Bill, the Mussalman Wakf (Amendment) Bill and the Chota Nagpur Rural Police (Amendment) Bill. The first two made minor amendments in existing acts. The last provides for the replacement of village watchmen by regular constabulary in certain colliery areas and revises the system of tax assessment. The reason for this change was that *chaukidars* were found useless to cope with organized crime in highly-developed areas, and legislation was undertaken on the request of the collieries concerned. There was some opposition on the ground that the bill was introducing a new and obnoxious principle, because it involved the imposition of special extra taxation on certain people before giving them adequate police protection. Government met the views of the opposition as far as possible without giving up the bill itself, and it was eventually passed into law by 33 votes to 20.

Other bills.

Eight other bills were introduced, six by non-official members, and there was also one other non-official bill carried over from the previous year. One of the official bills was an amendment to the Bengal, Agra

and Assam Civil Courts Act, 1887, so as to increase the pecuniary limit within which sub-judges and munsifs can be empowered to try cases by Small Cause Court procedure from Rs. 500 to Rs. 1,000 and Rs. 250 to Rs. 500, respectively. This the Council refused leave to introduce after a short speech by one member only, deprecating any curtailment of the right of appeal. The other official bill was a minor bill to give Government power to make by-laws for its roads. The bill carried over from last year was the Bengal Tenancy Act (Amendment) Bill which had been introduced by a representative of the tenants in North Bihar. Its two chief provisions were the granting of the right of transfer to occupancy *raiyats*, subject to certain conditions, and of the right to plant and cut down trees and to appropriate their timber. The landlords opposed its being referred to select committee on the ground that it was one-sided and they wished to introduce a bill which would remedy their own grievances, to be considered at the same time. After one postponement from the Ranchi to the Patna session, the champions of the bill refused to wait any longer and asked for a vote to be taken. Government announced that in that event they would have to oppose the bill. Some years ago after much discussion and inquiry they introduced a bill which satisfied neither party and was dropped. Government feel that Bihar enjoys the benefit of a tenancy act that is in advance of the tenancy law in force in some parts of India, and will not undertake legislation unless either the differences between landlords and tenants become so acute as to call for intervention or there is manifested a very strong desire on the part of all concerned to have all the outstanding differences settled, together with a reasonable expectation that an amicable settlement will be attained. As the two parties still could not agree, Government opposed the motion, which was defeated by 33 votes to 19. All the other bills lapsed with the dissolution of Council in October 1926. One of them, the Bihar and Orissa Cattle Bill, designed to help cattle-breeding, was referred to a select committee and subsequently circulated for opinion. The others were merely circulated.

Amendment of standing orders.

A number of amendments were made to the standing orders, but none of them were of great importance. Two only deserve mention. The first enables a member who has given notice of a resolution, after securing the permission of the President, to authorise any other member in whose name the same resolution stands lower down in the list of business to move it on his behalf. The second amendment provides that there shall be no discussion

of the budget until seven days after it has been presented to Council. The power of fixing both dates rests with His Excellency. Hitherto, with the exception of one year in which the interval was only six days, the period has varied from eight to ten days. There has thus been no substantial grievance, but the members seemed anxious to have sufficient interval guaranteed to them by the rules of the Council.

Supplementary demands.

Legislation and supply are the two most important functions of the Council and it is by the manner in which they exercise them that they are likely mainly to be judged. Altogether 50 supplementary demands were placed before Council and four motions for excess grants. All were voted except four, of which one was withdrawn and three defeated. The demand withdrawn was a token vote to make possible the creation of a cadre of Public Health officers. This was opposed from various quarters on the ground that it was unnecessary or that the Council required further time for consideration, and the Minister for Local Self-Government agreed to withdraw it and include it in the regular budget to be presented a few days later. This was done and the money was eventually voted. The demands refused were for funds to buy an old indigo factory in North Bihar to establish a central farm for experiment, demonstration and research, and for the construction of a house for the Chief Secretary and quarters for the members of the Legislative Council in Ranchi. The last two projects were inter-related and seem to have been defeated because members did not wish, by voting for fresh expenditure on buildings, to tie themselves to the policy of holding an autumn session in Ranchi. The opposition to the establishment of a central farm in Tirhut is more difficult to explain, but there seems to have been some suspicion in the minds of many of the members that the transaction was, in some way, for the benefit of the owners of the factory, a European firm of agents in Calcutta. Others, strange as it may seem, are still not yet convinced that there is anything in modern scientific agriculture and are not willing to spend large sums on it. This feeling is gradually changing but still had some weight in the Council. Anyhow, for whatever reasons, there was an exceptionally large majority against the demand, which was rejected by 54 votes to 20.

The Budget.

The budget discussions were unusually short. As already described, all the most active critics of Government left the Council either before or shortly after this discussion began, and the budget was voted as

it stood in three days out of the nine allotted. Altogether 237 motions were received, but many of them were identical and there were only 140 to be discussed. Very few of these were actually moved, and there were only three divisions, which Government won by large majorities.

Prorogation.

The Council was prorogued by His Excellency in person on March 12th. His Excellency's speech on this occasion is reproduced in Appendix IV.

CHAPTER IV.

Local Self-Government.

Constitution of district and local boards.

THE constitution of the different local bodies, under the new and amended Acts passed by the Reformed Councils, was explained in some detail in the Year Book for 1924-25. The most important changes in the case of district boards, were the replacement of the district officer by an elected chairman, except in the Chota Nagpur Division, and the election of all but about 25 per cent. of the members of the boards by practically the same electorates as return members to the Legislative Council. The local boards, whose jurisdiction is confined to a subdivision, of which there are from two to four in each district, are composed of the elected members of the district board for that area, and of members nominated by the district board, not exceeding one-third of the elected members, and seldom contain any officials at all. They exercise such powers as are delegated to them by the district boards, on which they are entirely dependent for funds. These boards were reconstituted in the spring of 1924, and after over two years, the results of the sweeping changes made by the new law, are now becoming apparent.

Attitude of the new bodies.

Most of the boards were captured by the Congress party and their first and natural inclination was to assert their independence and to use their powers to further the policy advocated by the body, to which the majority of their members owe allegiance. During the first year of their existence, they brought all forms of pressure, direct and indirect, on their staff to wear *khaddar*, and to teach spinning in the schools subordinate to them, while in some cases they prescribed hymns or songs with sentiments disloyal to Government and the British connection, and passed orders for the non-observance of the King Emperor's birthday as a holiday or for the introduction of new "national" holidays. Government were compelled to intervene in the interests of primary education and for some time there was a good deal of friction. Eventually, a conference of the chairmen of district boards was held in Ranchi in August 1925, and, after several concessions had been made to meet the views of the boards, better feeling prevailed.

Experience of the difficulties of administration and the readiness of the district officer and other officials to co-operate with them for the good of the people also helped to moderate extreme ideas, and several non-official chairmen in their annual reports expressed their appreciation of the assistance which they received from district officers.

Their keenness on education and medical relief.

One pleasant feature of the new boards is the keenness of the members on education and medical relief. This has led them, at times, to take measures in defiance of statutory rules or advice, but it is a fault in the right direction, which time and experience will cure. It could hardly be expected that the new representatives of the masses whose sole qualification, very often is that they know *where* the shoe pinches and not *why*, should not make mistakes, all the more because they were disinclined to listen to any advice from the quarter which was best qualified to give it. If these were the only signs of the times, there would not be much cause for anxiety. The gravest danger of all is that of corruption, which is likely to creep into bodies composed partly of men with little or no education and a very vague sense of responsibility. Cases have already been brought to light and there are indications that it may be increasing. Faction too is apt to paralyse the working of these, as of other similar bodies in India, but the latest reports record an improvement in the relations between members of boards during the second year of their life.

Audit.

The chief event of the year was the bringing into operation of the Local Fund Audit Act, which was passed in the teeth of much opposition. Its main innovation is the granting of the power of surcharge to the Examiner of Local Accounts, with an appeal against his orders to the Minister for Local Self-Government. The new Act led to a much stricter audit. The reports comment on the slackness of the finance committees of some boards in examining the monthly accounts and in pursuing their objections. Numerous instances of double payments, losses, misappropriation and illegal expenditure are given and responsibility for these is being enforced by surcharge. Three instances of infringement of the law against members making profit out of contracts with the board are also recorded. It is to be hoped that the inforcement of personal responsibility in a few cases will lead to a great improvement in the financial administration of the boards, but it is important that the power of surcharge should not be used

unnecessarily to harass individuals who have acted in good faith. Otherwise, it will be merely a cause of friction and resentment.

Resources of the boards.

The main source of income of all the boards is a local cess on the land and on profits from mines, forests, etc. This accounted for over 50 per cent. of the income of the boards, although the percentage was much higher and much lower in individual cases. Those boards, such as Gaya, where the system of appraisement of crops prevails, instead of cash rents, or those such as Manbhum and Hazaribagh, where there are coal fields, are well off, while the boards in the rest of Chota Nagpur and Orissa and the district committee of the Santal Parganas, where the rate of rent is low or there is much waste land, are relatively poor. The next most important source of income is Government grants given mainly for education but also for buildings and communications, medical relief and sanitation. These amounted in the aggregate to 29 per cent. of the aggregate incomes of the boards, and grants earmarked for education alone accounted for 19 per cent. Other minor sources of income are pounds and ferries.

Expenditure: communications and buildings.

Nearly half the total outlay of the boards and most of the boards own resources, were spent on roads, bridges, and buildings. On the whole, the new boards are discharging their obligations towards communications fairly well. In Bihar proper, all the roads outside urban areas are in the hands of the district boards, except the Grand Trunk Road from Calcutta to Peshawar, which traverses the southern fringe of the Patna Division. In Chota Nagpur and Orissa, owing to the poverty of the boards, Government maintains some of the main lines of communication.

Education, medical relief and public health.

The activities of the boards under the heads of education, medical relief, and public health, are mentioned in some detail in the appropriate chapters. The total expenditure on education was over 36½ lakhs, of which Government grants provided 27¾ lakhs. Government grants are given on condition that the boards do not themselves contribute less than a certain proportion of their own income, varying for the different boards, which are divided into different classes according to their resources. Similar conditions are enforced in the case of grants for the opening and maintenance of dispensaries and the improvement of supplies of drinking water in rural areas, which are

discussed elsewhere. The difficulty in these cases is that the power of the boards to raise money is limited by law, and the district board electorates are unwilling, at present, for these bodies even to have the power to impose new taxation for these beneficent objects. It is thus difficult to make it a condition for the receipt of fresh grants that boards should spend a further proportionate amount from their own resources, and the relative sums provided from provincial revenues are growing larger and larger to the danger of sound principles of local self-government.

Water-supply and sanitation.

Under the inspiration and guidance of the Public Health Department, district boards pursue an active policy in improving water-supply and sanitation in rural areas. Their efforts to dig wells and tanks, chiefly with money provided by Government to check epidemic disease, are described in another chapter. Some of the boards are more active than others, mainly because they can afford to spend money from their own resources. Thus, the Gaya board is reported to have sunk 134 wells and Monghyr 87, besides four tanks. Special precautions are taken at *melas* and fairs, usually with sucess. The Saran district board has for a number of years managed the great Sonepur *mela* so as to preserve the health of the large numbers attending it. This year, the Patna board, assisted by the Public Health Department, made special arrangements at the triennial *mela* held at Rajgir, and although it lasted a month and was attended by large crowds, there was no outbreak. Further and more permanent measures are handicapped by the unwillingness of union boards and committees to impose any local tax for conservancy purposes.

Veterinary work, etc.

On the whole, the boards recognise the importance of veterinary work and, so far as their funds permit, take advantage of the standing offer of Government to bear half the cost of touring veterinary assistants up to maximum of two for each subdivision. Nine new officers were appointed under this scheme, and the boards continued to offer scholarships to young men who wish to be trained for the purpose at Calcutta. The boards remain inactive in face of the menace of the water hyacinth, which is well established in Orissa and is now threatening Bihar. By-laws have been made in some districts, requiring owners to eradicate it where it appears, but unless more energy is displayed a much greater expenditure will have to be faced later. As a rule, the boards are ready

to encourage cattle-breeding but are handicapped at present by the difficulty of securing suitable stud bulls.

Local boards.

Owing to the size of most districts, the supervision of primary education presents great difficulties, and the tendency is for the district board to delegate most of its powers to the local boards in each subdivision. These boards are really local sub-committees of the boards, and are therefore well able to carry out the general policy of Government and the board in administering the schools. The actual powers delegated vary in each case, and in some cases practically complete powers are given, subject to budget provision. Some local boards are also entrusted with the management of ferries, pounds and the less important roads. On the whole, the system seems to work well, but in one case Government was compelled to insist on the withdrawal of all powers owing to flagrant maladministration.

Union committees and boards.

Under the Local Self-Government Act, Government has always had power to constitute union committees with powers to deal with education, village roads, sanitation, etc., for small areas. This has been used as a rule to give large *bazars* and overgrown villages, too small or too straggling to form a municipality, some form of local control. At the close of 1925-26 there were still 59 such unions in existence, but they have rarely proved satisfactory owing to their dislike of taxation and want of men with public spirit. In 1922, the Bihar and Orissa Village Administration Act was passed, and under it union boards and panchayats with wider powers, including that of disposing of minor civil and criminal cases, may be established. There are now 153 such boards in existence, including 49 appointed during 1925-26. They are intended to give the rural population the power and opportunity to safeguard their lives and property, to improve their physical environment and to free themselves from the burden of petty and vexatious litigation. At present, the Act, passed with high hopes, seems doomed to fail for the reasons already given, and even the district boards are somewhat opposed to the formation of new committees, because they are compelled to finance them for the first two years of their existence and may have to assign to them permanently certain permanent sources of income, such as pounds and ferries. The progress, indeed, of local self-government in every unit from the highest to the lowest will depend on the willingness of the people to tax themselves and to devote themselves to the service of the public without remuneration.

Municipalities: their constitution.

Like the district boards, municipalities were reconstituted after the wholesale amendment of the old Bengal Municipal Act in 1922, and the first elections under the new system were held at the close of 1923. The number of members was increased and the proportion of elected commissioners was raised to 80 per cent., while all municipalities were given the right to elect their own chairman. Fifty-four out of 58 towns now have a non-official at their head. It cannot be said that these changes have led to any improvement in administration. In fact the state of the towns in Bihar and Orissa appears to grow more deplorable every year.

Finance.

It is true that municipalities in most parts of India suffer from a perpetual lack of funds owing to the statutory limitations on direct taxation but, low as these limits are, they are relaxed by improper assessments, delays in reassessment, irregular remissions and neglect in collecting taxes legally due. Even the income derivable from the powers and privileges vested in municipalities is not fully exploited. Reassessments may be made every five years, but they are usually delayed. Then, when made, they are reduced by the commissioners, sitting as an appellate authority, in such a way as largely to nullify the reassessment proceedings. For instance, in Cuttack the assessment raised the annual demand by Rs. 29,300, but the appeal committee reduced this to Rs. 16,000. Even these inadequate resources are so slackly collected that many towns are constantly in debt. Government was compelled specially to bring this neglect to the notice of some of the largest municipalities in the province, viz., Patna City, Muzaffarpur, Darbhanga and Monghyr. The system of election accounts to a great extent for the weakness of the commissioners in the matter of appeals and issuing warrants against defaulters, while inability to spare time from private business explains the failure of the executive to supervise the work of the collecting staff.

General neglect and apathy.

It is this unwillingness or inability to devote time and energy to public service which accounts for the condition of most municipalities. Conservancy is neglected, roads left unmended, pumps and engines become unserviceable and the clerical staff is almost encouraged to dishonesty by lack of supervision. Inspection reports drawn up by the Public Health Department are disregarded. The worst cases occurred in two of the largest towns, Patna City and Darbhanga. In Patna

Government have been compelled as an act of grace to take over five of the principal roads towards the maintenance of which they used to make substantial grants. They have also had to wind up the Patna City Improvement Trust, under which the commissioners were given large sums for the improvement of the town, and make over its properties to the care of the Collector. The scheme originally drawn up some 10 or 12 years ago failed and the Trust itself died of pure inertia. No progress has been made with the project of water supply for Patna City, while the general state of the sanitation of the town leaves much to be desired. All this led to a strong agitation from the more advanced wards to the west of the town for the formation of a separate municipality for Bankipore and Moradpur. After much infructuous discussion, the 12 commissioners representing these wards resigned, but at the subsequent bye-elections only from 7 to 20 per cent. of the electors recorded their votes. Official remonstration produced no results, and the municipality merely replied that no additional taxation was required to enable them to meet their liabilities. Darbhanga is, if anything, in a worse condition, and its case may be summed up in three words, neglect, chaos and peculation. The municipal office seems to have been left without supervision, with the result that the audit report shows irregularity, breach of rule and confusion. The outdoor work is equally bad and the neglect of the ordinary measures of conservancy and sanitation has caused plague and malaria to increase in the town. Peculation is the natural result, and at the end of the year the municipal balance was overdrawn and there were no funds to pay the staff, while the head clerk was defending himself against a criminal charge. Monghyr and Motihari are in much the same state, while the condition of some of the smaller outlying towns such as Lalganj, Revelganj, Jagdispur and Lohardaga, is pitiable. In some cases faction is responsible, and quarrels and intrigues among the members have brought several municipalities into a state of helplessness.

Exceptions to the general rule.

Fortunately there are still a few exceptions to the general rule which prove that there is nothing inherent in the law, the people or the financial limitations under which they work, which must lead necessarily to these scandals. Purnea has the same difficulties as others, but the energy and ability of its elected officers have gone far to overcome them. Forbesganj ended the year without any arrears of taxes and practically no remissions. Chapra, under the direction of an enthusiastic chairman, has effected many improvements. Colgong and

Samastipur have worked smoothly and well, and Kishanganj, Sahibganj, Dumka and Jamalpur have maintained their good record. Gaya affords the greatest encouragement of all. Three years ago it was bankrupt and demoralised : now the administration is reorganised, the water supply and the sanitary system improved and there is a prospect of a good market and electrification. All this is said to be due to the energy and resource of the chairman, the good sense of the board which elected and continues to support him and the co-operation of the local officers. Where one can go, another can follow, and it is to be hoped that these few good examples will encourage others to tread the path of reform.

CHAPTER V.

Education.

An education policy.

It is now a commonplace that no country can hold its own without a well balanced system of education. India has always been criticised on the ground that her system of public instruction is top-heavy, and with some justice. The great mass of the people are still illiterate. Far too many of the boys have not even the opportunity of learning to read and write, while girls and women in most parts of India remain sunk in ignorance. Yet, the proportion of young males who are undergoing instruction at secondary schools and the universities compares very favourably with similar figures in the most advanced countries. From this it may be inferred that every rupee available should now be devoted to breaking down the illiteracy of the masses, and further new expenditure on higher education should be curtailed.

General progress.

In the last few years, however, some progress has been made. Not only has there been a great increase in the total number of pupils under instruction, but improvements have been effected to all parts of the educational structure. The percentage of male scholars to the male population, which was only 4.19 in 1921, was 5.29 last year and 5.75 this year, an increase of 37 per cent. in five years. Inclusive of females, the figures have risen from 2.38 in 1921 to 3.18 in 1926, but for females alone the percentage is still only .69. The total expenditure from all sources was just over one and a half crores as against one and a third crores in the previous year. The two adjoining diagrams illustrate the progress made and show how the funds which have made it possible have been provided. The high proportion of their resources which Government devote to this head has already been remarked, and with the budget of 1926-27 the Education Department has become for the first time the largest spending department in the province.

Controlling agencies.

In recent years there have been many complaints that divisional inspectors of schools have been compelled by the growth of routine work and the increase in the number of schools to neglect their most important functions, viz., the personal inspection of schools and the

Diagram showing the total expenditure on education in the province and the different sources during the last six years

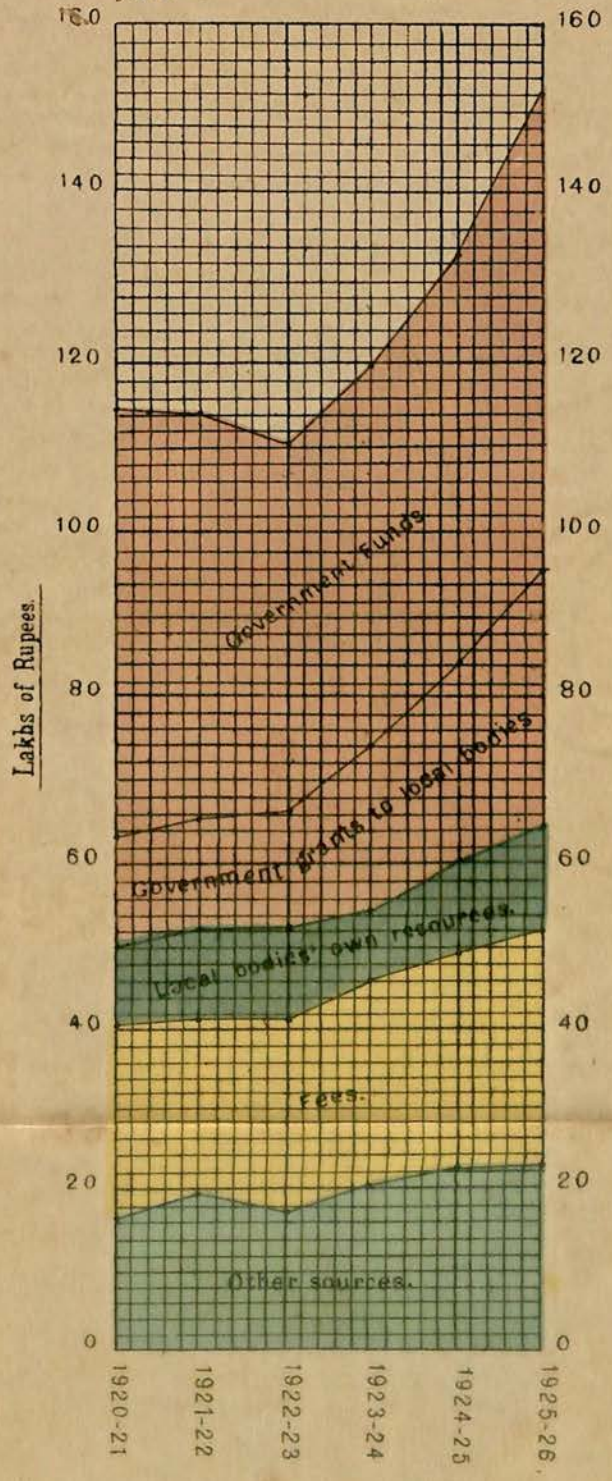
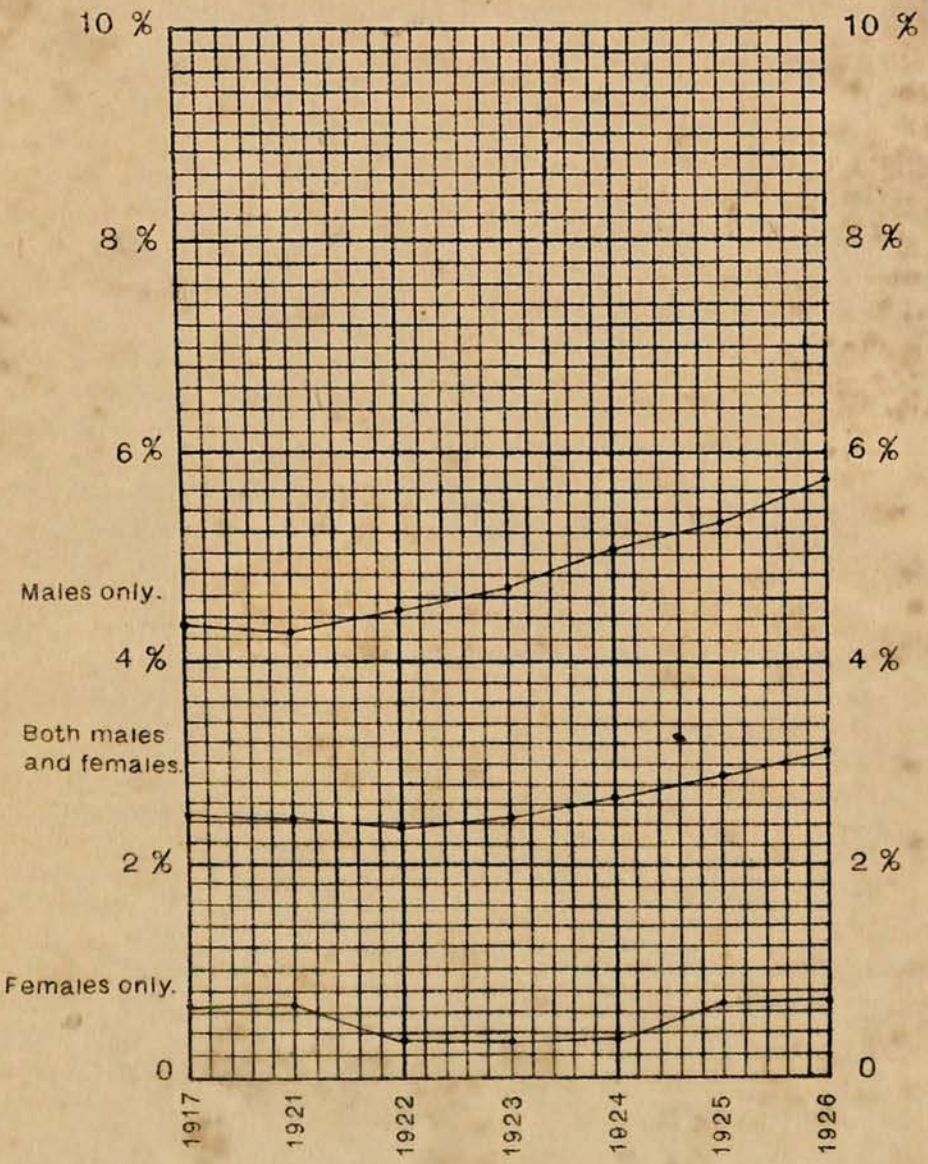


Diagram showing the percentages of the male and female population attending institutions of all kinds.



guidance of their staffs and the local bodies which control a large proportion of them. Government have also been filled with misgivings at the slow progress and occasional set-backs in the education of women and girls. An experienced inspector was deputed to examine the machinery of control, and, as the result of his report, several important changes are being introduced. The control of institutions for males and females has been definitely separated. The Assistant Director of Public Instruction becomes the Deputy Director for males, while the two posts of inspectress have been abolished, and a Deputy Directress appointed to work immediately under the Director in their place. The ultimate aim is an Assistant Inspectress for each district, but, for the present, the number has been increased from five to nine and the province has been divided up between them. It is hoped that the greater individual attention which the inspecting staff will now be able to give to schools for girls, coupled with a closer touch with local bodies, will lead to quicker progress. At the same time, alterations have been made in the system of inspection and control of boys schools, which will ultimately lead to a similar organisation in their case also. Hitherto, all powers, save in trivial matters, have been concentrated in the hands of the divisional inspectors or higher authority. The system dates from a time when all subordinate officers were men on relatively low pay and often with inferior qualifications. Now that the district inspectors and head-masters of Government schools are in the provincial service, this centralisation is no longer necessary, even if it were possible without a great increase of superior staff. Extensive delegations have therefore been made, and an experiment is to be tried in one division of placing the district inspectors in direct relation with the Director himself. The divisional inspector will continue to inspect all classes of schools, reporting on them to the Director and will be, as at present, in direct charge of high schools, but he will be free from much trivial office work and able to devote the bulk of his time to the improvement of the standard of teaching in all primary and secondary schools.

University.

The decision to abandon the site acquired outside the town to the west, and to develop the University with its affiliated colleges on the banks of the river Gangés in Patna, was recorded last year. A large block of land has been acquired and the inhabitants are being re-housed, if they so desire, elsewhere. The lay-out of the new buildings has been approved, and they are now in course of construction. The most striking feature of the scheme is two large new laboratories

which will challenge comparison with anything of their kind in India or the East. The buildings are being so grouped that a new Science College can be formed, while Patna College will be developed for Arts work only. A large number of new hostels, with extensive playing fields, are being erected in order that the great majority of students reading in Patna may have the advantages of a residential university with its corporate life. The headquarters of the University, at present in Bankipore, will also be removed to the educational enclave thus formed on the banks of the river, on the most healthy and picturesque site available in the town itself. The Wheeler Senate House, the gift of Raja Deoki Nandan Prasad Sinha of Monghyr, was actually completed and opened by His Excellency in March 1926. A site has been chosen close by the Senate House for the University office and part of the building, now occupied by New College, will be taken over for the University library. When the scheme is completed the provincial Capital will be equipped with the modern educational buildings for which it has waited so long.

Its constitution.

The construction of a new home for the University and its affiliated colleges disposes of only a part of the problem; its constitution has yet to be decided. The Patna University Act, which was passed in 1917, contemplated the transfer of the existing colleges to an entirely new site outside the town. The Calcutta University Commission has since come and gone, and at one time both Government and the public were much influenced by its recommendations. But a number of experiments on these lines have been made in other provinces and opinion is divided on the results. There are now many opponents of some of the main features of the Commission's recommendations and, in particular, the exclusion of the intermediate classes from degree colleges, is most unpopular in Bihar and Orissa. Moreover circumstances at Patna, as in Calcutta, prevent a literal carrying out of the Commission's recommendations on the lines followed at Dacca and elsewhere. When this became clear, Government again consulted the University, and the Senate appointed a special committee to consider the whole subject. This committee's recommendations were adopted by the University, with slight modifications, in November 1925. It considered that, at Patna, the college must be the unit for administrative purposes, and that the governing bodies should be retained, as at present, with the exception that ordinary members in future should be nominated and appointed by the Syndicate. The Central University Board, working under the

THE WHEELER SENATE HOUSE.

Syndicate, should arrange for inter-collegiate lectures and classes, exercise a general disciplinary control over the students of internal colleges and promote corporate life among them. All new appointments to sanctioned posts of demonstrators, lecturers, and professors at the internal colleges, should be made by the Syndicate on the advice of the selection committee. The Syndicate would also exercise, over all professors serving in Government colleges, most of the powers now in the hands of Government. The matter has since been discussed in the Legislative Council without any definite conclusion, and is still under the consideration of Government.

Collegiate education.

Meanwhile teaching facilities, at colleges throughout the province, continue to expand and the University has not ceased to develop. In the preceding year, the Bihar College of Engineering was admitted to the University. This year saw the admission of the Prince of Wales's Medical College to the M.B., B.S. standard and the creation of a Faculty of Medicine. In addition to the Banaili Reader in Indian economics and the Sukh Raj Rai Reader in natural science, University readers were appointed in history, mathematics and Indian archæology. A new readership in Hindi was also endowed by Rai Bahadur Ram Ran Vijay Sinha in the memory of his father. Patna College was admitted to the B.A. Honours standard in Arabic, Ravenshaw college to the B.A. Honours standard in economics and Tej Narain Jubilee College and Greer Bhumihar Brahman College to the B.A. and B.Sc. Honours standard in mathematics. Finally, classes to teach up to the intermediate standard were sanctioned for the Ranchi Zila School. At the same time, Government is doing what it can to improve the quality of the teaching. Last year, an improved scale of pay and better prospects for teachers in Government colleges, was sanctioned : this year the pay of teachers in aided colleges, far the greater part of the cost of which is met from public funds, was increased. The number of regular scholarships for the study of non-technical subjects outside India has also been raised from an average of one a year to two. Candidates are chosen from among the best graduates available, with special reference to the needs of the colleges in various subjects, and it is hoped thus to maintain a continuous improvement in the qualifications of their staffs.

Secondary education: high schools.

In secondary schools there are difficult problems to be faced. Out of 130 high schools, of which 7 are new this year, 24 only are managed by Government, while 80 receive grants. The policy of Government

is to maintain one high school in each district in order to set a good standard. In these schools the rates of pay of the teachers are more or less satisfactory, although there is constant pressure, as in all other departments of Government, for an increase of emoluments. The chief requirements are improved buildings and the introduction of new subjects to enable pupils to fit themselves for all walks in life. Government is steadily pursuing this policy, as quickly as funds permit and the teachers of the new subjects can be trained. It has been decided to introduce manual training and the teaching of elementary science into all Government high schools and also to make experiments here and there with training on commercial lines. There are now 24 classes of this type, of which 9 are for manual training and 9 for science, including one for botany. The teaching of drawing is already compulsory in all the schools, and the qualifications of the drawing masters are being gradually improved. The case of aided schools is far more difficult. The scales of pay drawn by the teachers cannot be regarded as satisfactory. Something has been done by Government in the last two or three years to improve matters and during 1925-1926 the rules for grants to such schools were again altered so as to raise all teachers' pay on an average by 12½ per cent. In view of the pressing needs of primary education, medical relief, etc., Government are unable to find funds for any more drastic imrpovement and, as in other countries, the cost of secondary education must be chiefly met by parents and guardians as well as by private benefactors. Unless the public are willing to contribute more, the problem will remain unsolved. In order to encourage private liberality the rules have been altered so that income from subscriptions, etc., will no longer be taken into consideration for fixing grants-in-aid. It is too early yet to analyse the result of the experiments which are being made in the use of the vernaculars as a medium of instruction in the upper classes of high schools. Various difficulties have been encountered, among which are the lack of suitable text-books and, in some cases, the opposition of the parents themselves. Steps have been taken to counteract these as far as possible, and by next year it may be possible to report progress.

Middle schools.

Middle schools are far more numerous. There are now 281 middle English schools and 233 middle vernacular schools, or 514 in all. Of these only seven are managed by Government. Middle vernacular schools are under the control of district boards and municipalities which, in many cases, manage them directly, and in others give grants-in-aid. Last year local bodies

were invited to assume control of middle English schools also on certain conditions and most of them have already done so. The main object of this change was to facilitate the development of middle vernacular into middle English schools, and it seems probable that, as time goes on, most of the middle schools will have English classes. Whether this will be to the ultimate benefit of the schools themselves or of the high schools to which they send pupils is not quite clear, but there is no doubt that there is at present a strong demand for English teaching for children as close as possible to their homes. Parents are anxious for their children to be trained in English as soon as possible, but are unwilling to send them away from home influences when they are still of tender age. Unfortunately, it is impossible to provide skilled teaching in so many centres, and it seems likely that this development will tend to lower the already low standard of English. This demand for English teaching comes from parents and pupils themselves, and is in curious contrast with the demand of public men and many experienced teachers for education in the vernacular at least up to the matriculation stage. It will be interesting to see whether, after the experiments in vernacular teaching have been carried on for some years, the demand for middle English schools will fall off or not.

Primary education.

From the time the province was formed up till 1922 little or no progress was made with the expansion and improvement of primary education, and during the years 1917 onwards the number of boys attending school even fell off. The main cause of this stagnation was lack of funds, but it was the influenza epidemic and the non-co-operation movement that caused the actual decrease of pupils at the end of the war. From 1922 onwards there has been a succession of surpluses, while revenue has steadily expanded owing partly to the buoyancy of excise receipts and partly to new taxation. Practically all this money has gone to transferred subjects and primary education has enjoyed the bulk of it. Primary schools are under the control of local bodies, which Government assist by annual recurring grants ear-marked for the purpose. Since 1923 each year substantial extra grants have been made, averaging about five lakhs each year. The sanctioned recurring grants to the twenty district boards and similar bodies in the financial year 1922-23 amounted to 12¼ lakhs of rupees. In 1925-26, they had risen to 27¼ lakhs, and a further 5½ lakhs was entered in the budget for 1926-27. For municipalities, the corresponding figures were approximately three-quarters of a lakh and one lakh. These

extra grants have synchronised with a welcome increase in the number of children attending primary schools, which has risen by nearly a quarter of a million in the last five years. The following are the figures for Indian boys alone :—

Year.	No. of primary schools for all classes of Indian boys.	No. of pupils.
1921-22	22,443	629,590
1922-23	23,078	661,548
1923-24	24,178	715,000
1924-25	26,553	797,170
1925-26	27,681	860,842

It is pleasant to record that this increase has occurred mainly in North Bihar, which was at the same time the most densely populated and the most backward portion of the province. This must be ascribed not only to the large grants made by Government, but to a real impulse among the masses, due mainly to the political ferment following the war, which has stirred Tirhut more than any other division.

Programmes for expansion and improvement.

At the same time Government are doing all that they can to ensure not only that the money made available for primary education is not frittered away, but also that it is so spent as to place education up to the lower primary stage within the reach of every village. One bad feature of the present situation is that a very large proportion of the children attending school never get beyond the infant class, and so do not learn to read and write at all. In 1925-26 the percentage of pupils in all schools in the two lowest classes was 78. Most of the money being spent at present on primary education is thus being wasted, and it is quite as important to take measures to improve the methods of teaching as to attract more boys to attend schools. Government, realising this, called once more for new programmes from the district boards to provide schools for 8 per cent. of the male population of each district, laying down the principles on which they should be prepared. On receipt of these, after a preliminary examination, a conference of chairmen of district boards was held in August 1925 in order to discuss various

details and to secure unanimity before final instructions were given to local bodies. This conference was all the more necessary because most district boards were in the hands of majorities professing allegiance to the principles advocated by the Congress; and there was a disposition to resent any advice or interference from Government and the educational authorities. Friction had occurred in several instances with the inspecting staff, which consists of Govenment officers only partially under the control of the boards, while a few of the boards had adopted a policy of compelling all *gurus* in primary schools to wear *khaddar* and teach their pupils spinning; this Government had been obliged to curb. The conference, which was opened by His Excellency the Governor with an address, met under the presidency of the Minister for Education and achieved very useful results. While some of the boards did not abandon their former attitude, discussion led to compromise in several instances and often impressed the members with the soundness of the Government view. Relations with the boards were, on the whole, easier after the conference.

General principles laid down.

Eventually, in March 1926, Government, while dealing with each programme separately, issued general orders regarding the various points of principle involved. Each board is left to decide where schools should be located but is required to maintain an up-to-date map showing the position of existing schools and the places where new schools are to be opened. The number of middle and upper primary schools in each district is to bear a fixed proportion to population and area. The number of lower primary schools is not rigidly fixed, but a ratio of one teacher to twenty boys is allowed where population is sparse, falling to one to twenty-five where it is densest. In order to overcome the stagnation in the infant classes, Government have made it a cardinal feature of their policy to have two teachers, one of whom should be trained, in each lower primary school. For the time being one-teacher schools may be recognised, but the boards were enjoined to follow a settled policy of aiding or maintaining two-teacher schools so sited as to serve every part of the district. A *maktab* should be opened in any place where ten Muhammadan boys desiring to read in it are forthcoming; where there are fewer, a second Urdu teacher should be appointed for the local *pathshala;* and where there are only a few Hindi-speaking boys in a Muhammadan village, a second Hindi teacher should be attached to the *maktab*. Special measures are to be taken to encourage the

depressed classes. Improved rates of pay, with triennial increments, are fixed for the various classes of teachers with special exceptions for the mining areas where higher wages prevail. These are based on a monthly rate of Rs. 12 rising to Rs. 17 by triennial increments of one rupee for teachers who have passed the middle examination and have been trained. An additional Rs. 3 is to be paid where no fees are charged. Government was unable to agree to any further extension of free education at present, except where boards meet the whole cost from their own resources. General compulsion is impracticable at present in rural tracts, but Government are undertaking experiments in small areas in various parts of the province.

Buildings for primary schools.

One of the most difficult problems is that of buildings. Inquiries made in 1925 showed that out of 20,000 managed, aided and stipendiary schools only about 6,000 were satisfactorily housed. As it is most important that some cheap and durable type of building should be devised, a design for a corrugated iron roof supported on steel uprights was placed before the conference and approved by it. Subsequently grants were offered to all the boards to enable them to erect ten such buildings by way of experiment, and all but one board accepted the offer. Even if this type of structure proves a success, the main difficulty, that of finance, remains. It is estimated that to house all the schools, now existing and contemplated, satisfactorily will cost three crores of rupees.

Cost of the new programmes.

The total annual cost of the existing schools in rural areas is over 42 lakhs of rupees. To carry out the new programmes, that is to provide accommodation for 8 per cent. of the male population up to the lower primary stage with middle and upper primary schools in the sanctioned proportion, will cost 74 lakhs in addition, without the abolition of fees, and 93 lakhs with it. To maintain upper primary schools for all would mean another 45 lakhs. Without new taxation of some kind this money cannot be found, since there is no reliable expanding source of revenue. The proportion found by local bodies with their fixed incomes is already less than 30 per cent., and as it becomes smaller, the incentive to economy in administration and their sense of responsibility will tend to disappear. It is only if they become partners in providing funds as well as in spending them that due regard will be paid to the practical problems of finance.

Unfortunately district board electorates at present resent the idea of extra taxation for any purpose, and it seems likely that little further progress will be possible until their feelings change.

Primary education in municipalities.

While compulsion is at present impracticable in the country, it has already been applied in Ranchi town for some years with a very fair measure of success. Government, being anxious to encourage other towns, revised the system of education grants to municipalities so as to offer special inducements to those which introduce compulsion. In these cases Government will contribute two-thirds of the cost of educating ten per cent. of the male population calculated at Rs. 8 a head, provided the municipality finds the balance. Rules for non-recurring grants have also been made more liberal.

Primary education of girls.

For some years the number of girl pupils, already so low as to be almost negligible, had been actually decreasing, and it is only in the last two years that the tide has turned. This occasioned considerable anxiety, and special inquiries as to the causes of the backwardness of girls in Bihar and Orissa were made. These proved that the main obstacle is not the *purdah* but the absence of any desire from the men to get their wives and daughters educated, which leads to complete indifference among both sexes. Among the upper classes, following the example of more advanced provinces, feeling is gradually changing and will, in time, make its effect felt among the masses. Meanwhile, it is impossible to go too far in advance of public opinion. After consultation with local bodies, it was decided that it was not desirable at present to require them to spend any fixed proportion of their funds on girls' schools. Instructions were also issued that in future separate lower primary schools, with male teachers, should not be started for girls, capitation grants for teaching girls in classes II and III of boys' schools being given instead, but that upper primary schools staffed by women should be opened wherever required.

Industrial and technical education: mechanical civil engineering.

Industrial and technical education is under the control of the Director of Industries, but falls within the scope of this chapter. The most important institution is the Bihar College of Engineering, which was raised to its present status and affiliated to the University in July 1924. Civil engineering is taught to the degree standard, and in the spring

of 1926 the college presented its first students for the intermediate examination with satisfactory results, since out of 20 candidates, 17 passed. Applications for admission in all three years have been very numerous. The college continues to teach engineering subordinates also, mainly for the Public Works Department and district boards, while classes for apprentices in mechanical engineering were also established in 1924. These consist of a 2½ years' course at the College, where the students get some technical instruction and learn to use tools, followed by 2½ years with approved firms which are represented on the college council. These classes have filled fairly well and 11 students passed the first final examination. Another school for training civil engineering subordinates was established at Cuttack in 1923, and is known as the Orissa School of Engineering. Hitherto, it has taught up to the sub-overseer stage only, and any student wishing to qualify as an overseer has had to go to Patna for a third year. It has now been decided to teach the full course at Cuttack and mechanical engineering classes are to be added to the school similar to those at the college. In July 1925 a school known as the Tirhut Technical Institute was opened at Muzaffarpur with mechanical engineering classes on the same lines, while classes are also being added to the Ranchi industrial school. When these additions and alterations are complete, the boys of each division will be able at any rate to commence an apprenticeship fitting them to become improvers within their own divisions. In Bhagalpur Division, a full apprenticeship can be served at the new institute opened at the Jamalpur workshops, belonging to the East Indian Railway. Here a fine technical school has been erected, with hostels by the Railway and Government in co-operation, and is being managed on an aided basis. The buildings were completed, and the full staff engaged during 1925-26. All these institutions also teach trades to boys of the artisan class, while there are also good aided institutions teaching artisans at Jamshedpur, Balasore and Giridih. Boys desirous of learning electrical work can now obtain training at Jamshedpur and Jamalpur, or apply for admission to the Bengal Engineering College at Sibpur, where seats are specially reserved for natives of Bihar and Orissa.

Metallurgy.

The metallurgy of iron and steel is taught at the Jamshedpur Technical Institute, also aided by Government, and here too a number of seats are reserved for young men from the province. The students obtain a combined theoretical and practical training which challenges comparison with most similar centres in the world.

The institute was founded in 1921, and as it offers a three years' course, two batches of students have already passed out. All of these have obtained employment from the Tata Iron and Steel Company on good rates of pay. Much difficulty has been experienced in getting satisfactory candidates from the province, but those who have joined the institute have done quite well. At the close of the year there were 61 students, of whom 23 or 37.6 per cent. came from Bihar and Orissa.

CHAPTER VI.

Public Health.

Government organization.

GOVERNMENT maintain three departments for the preservation of the public health, the Medical Department, which is mainly concerned with medical relief, the Public Health Department, which occupies itself rather with the prevention of disease, and the Public Health Engineering Branch, which prepares schemes for water-supply and drainage for both Government and local bodies, carries out such schemes for Government buildings and generally acts in an advisory capacity to local bodies.

District organization.

The new organization which Government are trying, in co-operation with district boards, to introduce for the preservation of the public health was described in detail last year. Unless specially exempted, each district board is now under a statutory obligation to maintain a public health officer. Under him should be at least four inspectors and twelve sanitary gangs. This organization is intended to fight outbreaks of epidemic disease, apart from the dispensaries with resident doctors which the boards are establishing in every police station. In normal times the staff is employed in improving the sanitation of villages, disinfecting and cleaning wells, in taking special precautions at fairs and *melas* and in public health propaganda. When violent outbreaks occur, reinforcements are despatched to the district from the central reserve of doctors and vaccinators kept by Government for this purpose. The larger municipalities also have their public health officers, but they, in many cases, either cannot afford or do not believe in them, for the number fell from 12 to 7 during the year. Lack of funds also handicaps the district boards, and Government has had to undertake to bear half the cost of these organisations, when funds permit. In order to attract and keep better men for this class of work a permanent cadre has been established, which, besides miscellaneous appointments, includes a reserve of ten medical officers of health for epidemic work and five other medical officers with five assistants and one lady medical officer for schools.

Need for a special organization.

There can be no doubt that some such organization is badly needed. The high death rate from epidemic diseases such as cholera and small-pox, which are largely preventible, shows that a properly officered mobile force is required to stamp out outbreaks before they make any headway. Food adulteration also is rife. Of the different kinds of food analysed last year, 92 per cent. of *atta* and flour, 65 per cent. of milk and 43 per cent. of ghee samples were adulterated. Public opinion needs to be roused to the necessity for preventive measures against disease and for a supply of pure food and water. For the present propaganda must be one of the most important lines of offence against ignorance and dirt. A special bureau is maintained under the personal assistant of the Director of Public Health. He delivers lectures, writes articles for the press and distributes large numbers of leaflets. Other officers of the department do the same in their own areas. Magic lanterns are used and every effort is made to get into touch with all grades by means of meetings, co-operative societies, etc.

Vital statistics in 1925-26.

The year was exceptionally healthy. The death rate per mille was only 23.9 as against 29.1 in 1924 and 25.0 in 1923. The average for the last 10 years was 34.2. This remarkable improvement is mainly due to a great fall in the death rate from cholera. The average number of deaths in Bihar and Orissa from this scourge annually has been in the past 100,000. In 1924 it was 77,480 and this year it has fallen to 18,818. Deaths from plague have also steadily decreased in recent years. Infant mortality shared in the general fall, being 137.6 for the year 1925 against 158.4 in 1924. It is too early yet to hope that this decrease in the death rate is permanent, but it is probable that the improvement in the public health organisation has had some effect in checking outbreaks of cholera. The birth rate was 36.4 against 35.7 in 1924. In order to keep the public informed of the state of health in the larger towns and of the prevalence of epidemic disease in the districts, the vital statistics of all towns with a population of over 20,000 persons are published every week, and weekly reports are circulated giving the number of seizures and deaths, district by district, from cholera, small-pox, plague and influenza.

Cholera in 1925-26.

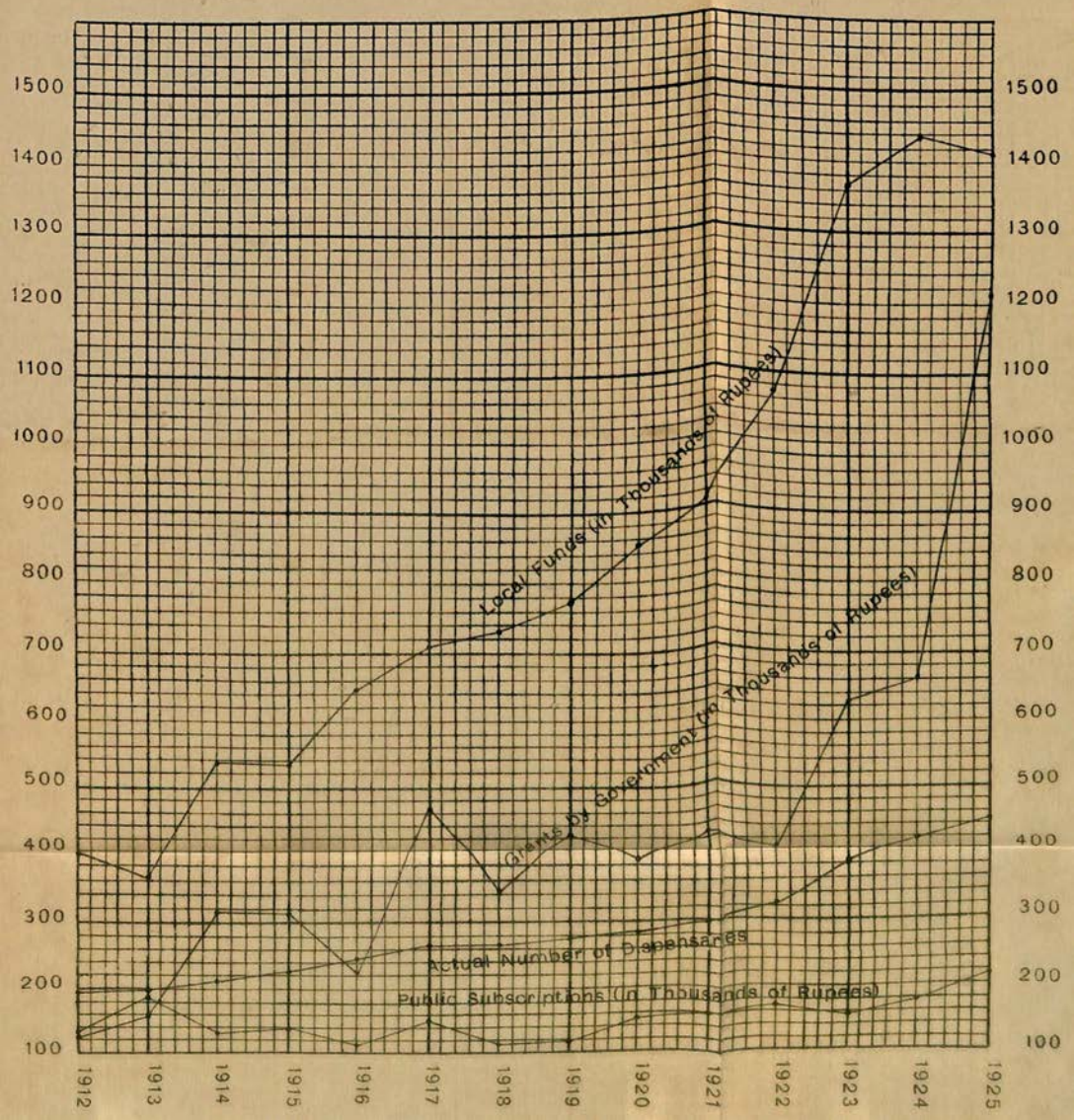
It has been already said that the province was exceptionally free from cholera. For one reason or another Bihar and Orissa has a bad

record of this disease as compared with other provinces, and the previous year saw one of the worst outbreaks in her history. But owing to improved organization it was kept in check, and the mortality was only 77,480 as against previous death rolls of from 150,000 to 200,000. In 1925-26 there were only 18,818 deaths and only two bad outbreaks, one in Bhagalpur town in October and another in the Purnea district, which lasted from April till June and accounted for nearly half the mortality from this disease in the whole province. As usual, special preventive measures were taken at the Rathjatra festival at Puri and the Sonepur fair. In addition to the ten medical officers already mentioned, a hundred vaccinators are kept in reserve from the 1st April till the end of September. These men receive a few days' training in the use of disinfectants and the cleansing of wells, and are sent out by Civil Surgeons with disinfectants and a few simple remedies wherever cholera is reported. The most satisfactory remedy for general use is *kaolin* or China clay, which can be trusted in lay hands, being neither dangerous nor poisonous. The death rate in cases treated by it is approximately half of that in cases treated otherwise. It has the further merits of being very cheap and of not deteriorating when stored. During the year all Civil Surgeons were supplied with reserve stocks of this, bleaching powder and potassium permanganate.

Other diseases.

As usual, the bulk of the deaths, viz., 16.4 per mille out of a total of 23.9, were returned as due to "fever". This was 3 per mille less than in 1924. Most of these deaths were not really due to malaria, which by itself is probably not responsible for a large number of deaths. Many of them should be ascribed to pneumonia and diseases of the respiratory system. All the same, there are two bad periods for malaria, the first from March till the beginning of May and the second from July till October. This year the incidence in Orissa was specially severe, and a special free distribution of cinchona febrifuge was made in the affected areas. The mortality from plague has steadily decreased in recent years, and the death rate was only 0.2 against 0.3 last year and a ten years' average of 0.7. Plague appears to recrudesce about once in four years, but 1925 saw the lowest mortality from this disease since 1905. Small-pox on the other hand was on the upward grade. The death rate was 0.4 against 0.2 last year, owing chiefly to a serious epidemic in Orissa, where the rate was 3.8 in Puri and 1.7 in Cuttack districts. These outbreaks achieve serious proportions because vaccination is not compulsory.

Diagram showing the actual number of State and public fund dispensaries open during the last fourteen years and the amount contributed to their up-keep by Government, local funds and public subscription.



Water-supply in rural areas.

The advisers of Government have frequently pointed out that the high mortality from certain diseases is largely due to the defective supplies of drinking water in many parts of the province. For a number of years small sums have been distributed annually to district boards to assist them in sinking wells where they were needed, but recently Government have tried to enter on a regular campaign to improve the water-supply in rural areas. Last year a sum of four lakhs of rupees was distributed among the boards and they were each asked to prepare a programme of well sinking, so that two new wells may be sunk annually in each area served by one police station. Four more lakhs were provided in the budget for 1926-27 for this purpose.

Water-supply and drainage in towns.

Meanwhile the towns are not neglected. For areas and buildings for which Government are directly responsible, the Engineering branch of the Public Health Department prepares and carries out schemes for drainage and water-supply, while it also prepares similar schemes, free of charge, for any town desiring them, and inspects and advises on such installations as are already in existence. During 1925-26 this branch was mainly engaged in preparing and carrying out projects for water-supply and drainage for the University and the colleges at Patna, for the Kanke Mental Hospital and the Indian School of Mines. The Superintending Engineer has been so busily employed that it has been necessary to appoint an additional Executive Engineer and two Assistant Engineers to help him.

Medical relief: general progress.

The last few years have witnessed an even more striking advance in the organisation for medical relief. The keen interest which was displayed by members of the first Legislative Council in medical matters, has not been wanting in the second Council also. Questions and resolutions which affected the health and well being of the people, were frequently tabled and discussed with animation, and Government have accepted many of the proposals advocated in the Council. Among the most noteworthy features of the period, are the extension of medical relief in rural areas by the help of increased grants; the substitution of assistant surgeons for sub-assistant surgeons in the larger subdivisions; the opening of the Prince of Wales' Medical College at Patna and the new Medical School at Darbhanga; and the taking over by Government of the hospitals associated with the Medical Schools at Darbhanga and Cuttack. It is interesting to record that

the surpluses due to the constant increases in the excise revenue have been devoted, in the main, to education and the improvement and maintenance of the public health and, but for them, little or no progress could have been made.

Extension of relief in rural areas.

The most difficult problem before Government is to bring medical relief within the reach of the rural population. This was tackled with energy long before the Reformed Councils came into existence and year by year, since 1920-21, large sums have been set aside for grants to local bodies to enable them to follow a regular programme for building dispensaries in outlying areas. These, at first, took the form of lump grants, but it was soon found that the poorer district boards were unable to maintain more new dispensaries without regular assistance from Government, and it became necessary to make recurring allotments also. Altogether up till March 1925, 3¾ lakhs recurring and 12½ lakhs non-recurring had been divided up among the boards, and another Rs. 2.82 lakhs recurring and Rs. 3.32 lakhs non-recurring were distributed during the year. The result of these grants and of the funds which some of the more wealthy boards have been able to devote from their own resources is, that the programme, which Government placed before them, to secure the establishment of at least one dispensary in every area served by a police station has already been carried out in several districts. In the last three years, the number of hospitals and dispensaries has increased from 485 to 598. Of these 423 were in rural areas, while the number of police stations is 539. But even when the programme is complete, it will not be possible to claim that medical treatment has been brought to the doors of the people, and some of the boards are already pressing for fresh subsidies to help them to establish a still greater number of these institutions. To embark on a further programme of this kind, even if funds permit, which now seems unlikely, would be to assume that in this country medical relief should be provided for all the people, if not entirely at the public cost (since fees are charged and medicines are sold to all but the very poor), at least by a public organisation. Such has not been the policy in other countries where the public are served mainly by doctors in private practice. This system has caught on in the towns in India, and there seems no reason why it should not gradually extend itself to rural areas, as the number of trained doctors increases. In order to assist medical men to settle down in country practice, some local bodies have adopted a scheme recommended by Government for subsidies guaranteed

for a term of years. In this way three doctors have settled down outside the towns in both Muzaffarpur and Bhagalpur districts, and their careers will be watched with interest. The Inspector-General of Civil Hospitals suggests that they should be given further grants for medicines on condition that they treat poor persons free.

Ayurvedic and Tibbi dispensaries.

Some local bodies are also establishing dispensaries following the indigenous systems of medicine. During the year ten new Ayurvedic and two *tibbi* dispensaries were opened. The Patna, Gaya and Darbhanga boards each established two and Muzaffarpur four of the former, while the latter were situated in Darbhanga and Muzaffarpur. Three Ayurvedic dispensaries were closed in Hazaribagh. It appears that these institutions were not an unqualified success in all places and some boards experienced difficulties in supervising them, owing to the absence of practitioners qualified to inspect them. As was to be expected, they proved most popular where allopathic doctors were not easily accessible. One of their main defects is the absence of any pretence at aseptic or even antiseptic surgery. Whether this will be removed in time as the new schools at Patna turn out trained men, and whether the people will prefer them, remain to be seen. At present Government's policy is to earmark its grants and the prescribed minimum contribution for the allopathic system and to leave boards to provide other classes of dispensaries from their own funds.

Special measures for the relief of women in rural areas.

Relatively little has been done in rural areas for the relief of suffering among women. The Patna and Shahabad district boards each maintained two trained midwives, but other boards contented themselves with a few trained *dais*. Female patients living near towns are able to take advantage of the special hospitals and wards which are gradually increasing in number, but generally speaking, medical facilities in the province are strikingly defective on the side, while the proportion of women attending public dispensaries is low.

Hospitals in urban areas.

Government now maintain three large hospitals at Patna, Cuttack and Darbhanga and a number of smaller hospitals and dispensaries, where they have special obligations or have institutions of their own, e.g., at the constable training schools. The other large hospitals in towns are maintained by public subscriptions, supplemented by State aid or by private liberality. Some of the latter class are very important and the Gaya Pilgrim

Hospital treated more patients during the last three years than the Cuttack General Hospital. Thanks to the funds at the disposal of Government, these hospitals, and especially the three hospitals at Patna, Cuttack and Darbhanga, have been very greatly improved in the last two or three years. A large female hospital has been erected in Patna and new zanana hospitals or wards are being built at Purnea, Barh and Bihar. At Gaya and Bettiah there are already special hospitals for women in charge of doctors belonging to the Women's Medical Service, and at Hazaribagh and Patna there are also mission hospitals with qualified British doctors in charge. Besides this some of the larger hospitals have special hospitals for women connected with them.

Special institutions.

The most important special institutions in the province are the Ranchi European Mental Hospital, the Ranchi Indian Mental Hospital and the Ranchi Radium Institute. The European Mental Hospital is managed by a Board of Trustees and receives patients from Bengal, the United Provinces, the Punjab, the Central Provinces, Assam, Bihar and Orissa, the North-West Frontier Province and Baluchistan. An extensive building programme including blocks for paying patients and border-line cases has just been completed. The Indian Mental Hospital was opened for patients towards the end of 1925. It is shared by the Government of Bengal and Bihar and Orissa who contribute towards it in the proportion of 3 to 1. It will accommodate 1,378 patients and was designed to receive all the inmates of the Patna, Berhampur and Dacca Mental Hospitals, who have now been transferred to it. The Radium Institute has made steady progress and has now a well established reputation throughout India. The number of cases treated has risen from 193 in 1923 to 279 in 1925. In the latter year, 46 were pronounced cured and 52 relieved. Some of the results achieved in malignant disease are surprising. The quantity of radium in stock is 547 milligrams of radium bromide and 60.6 milligrams of radium element. Recently the buildings have been improved and there are now special wards for Indian families, Europeans and poor patients of all classes.

Incidence and treatment of certain diseases: "fevers".

"Fevers", as already pointed out, include all kinds of diseases of which one of the symptoms is fever, e.g., *Kala-azar*, typhoid, tuberculosis or influenza. Only a little over a million cases of "fever" were treated at hospitals and dispensaries in 1925, against 557,224 reported deaths from this cause. So it is clear that only a very small proportion

even come to hospital. Probably the most useful measure against malaria is the sale of quinine through the offices of Civil Surgeons, post offices and schools, and from time to time free distributions are made, when malaria is very prevalent. Altogether 726 pounds of quinine were sold in 1925.

Kala-azar.

Special attention is now being devoted to *kala-azar* on which an all-India commission is sitting. Bihar and Orissa has contributed Rs. 10,000 towards the cost of this. Treatment is being carried out by intra-venous injection of various drugs, chief among which are tartar-emetic and urea-stibamine, and Government have decided to make a special grant of Rs. 10,150 to enable the larger hospitals to maintain supplies of the latter drug which is somewhat expensive.

Phthisis.

Statistics of deaths from phthisis are of no value, as most of the deaths from this cause are probably classed as due to fever. It is a common disease throughout the province and is fostered by the condition under which purdah women and many of the poorer classes live. At one time, many of the larger hospitals had phthisis wards, but most of the cases brought to them were too far advanced for any hope of recovery. Prejudice was thus excited against them and they have mostly been converted to other purposes. The best line of treatment at present is rest, plenty of fresh air and good food. Ever since the creation of the province, Government concerned themselves with the provision of suitable treatment. From 1924 onwards, a special annual grant was made to the sanatorium at Dharampur in the Simla hills in order to reserve accommodation for patients from the province. This was insufficient by itself and the possibility of converting the Agricultural College at Sabour into a sanatorium was considered, only to be negatived. Attention was then turned to Chota Nagpur, the climate of which Doctor Lankaster in his report on tuberculosis in India described as ideal for the treatment of tuberculosis, and a scheme for the foundation of a Government sanatorium at Itki has been accepted.

Hookworm.

Ankylostomiasis is a disease which is wide spread throughout the province. Its prevalence was noticed by Major Christophers during his recent inquiry into malaria in Singhbhum, and Captain Korke is now engaged in an exhaustive investigation on hookworm in Bihar and Orissa. In various public institutions systematic examinations have been made of all inmates. In the Puri Pilgrim Hospital the

infection rate was 72 per cent. and in Cuttack jail 48 per cent. The general average in all jails is just over 50 per cent. In the police training school at Nathnagar, 66 per cent. of the recruits were found to be infected and they are now all carefully treated before being passed for service, with excellent results. Both treatment and prevention of the disease is easy, but much propaganda will be required before the people will change their habits.

Leprosy.

Ideas regarding leprosy have much changed during the last three years. Formerly it was thought that the treatment of leprosy was of far less importance than to prevent its spread by segregation. This was because no certain cure of the disease was known, but leprosy is no longer outside the pale of medicine. Thanks to the work of Sir Leonard Rogers and others, the leper need despair no more. If treatment is commenced early, there is great hope of ultimate cure and marked improvement occurs in all active cases. The result is that it is now generally recognised that treatment, especially in the earlier stages of the disease, is of far great importance than segregation. At the last census, there were 12,269 lepers returned in Bihar and Orissa, and there are probably far more who did not acknowledge the taint. To segregate all lepers would require a huge outlay, but other measures are now possible. Lord Reading's appeal in 1925 raised over 20 lakhs of rupees. Half of the income from this fund is being devoted to research and the other half will be distributed to the province to finance approved schemes. A leprosy committee has been formed and a leprosy expert has since been appointed to supervise treatment and carry on propaganda. At the end of 1925, there were eight leper asylums with 1,806 inmates. They cost nearly two lakhs of rupees, of which Government provided half. Attempts to introduce the special treatment of lepers at the larger hospitals have not been very successful. Some local bodies have definitely opposed them, but facilities exist and treatment can now be carried out at all headquarters and subdivisional hospitals where assistant surgeons are stationed. In 1925, 5,665 lepers were treated at hospitals and dispensaries against only 3,762 in 1923. There are also special clinics in a few places.

Filariasis.

Filariasis, or elephantiasis as it is usually called, is common in Orissa. Special researches into it are being undertaken by Rai Bahadur Dr. P. N. Das at Puri, and his work has been watched with much interest by the medical profession and the public. Thanks to the generosity of Rai Bahadur Sheo Prasad Tulsan of Calcutta, a special

hospital for the treatment of cases has been built at Puri with a well-equipped laboratory for research work. Treatment by injections of antimony is beneficial in all cases and usually results in a cure, although surgical operation is sometimes required in addition.

Medical education.

During the last three years great efforts have been made to render the province able to supply its own medical officers. Previously there were two Medical Schools, one at Patna and the other at Cuttack, which turned out sub-assistant surgeons. Those who desired to obtain a degree or qualify as assistant surgeons had to go to the Calcutta Medical College, where 18 places were reserved for them. But this did not satisfy the needs of the province, and it was decided to commemorate the visit of His Royal Highness the Prince of Wales to Patna by the establishment of a Medical College. Seven lakhs were raised by private subscription, and, as the only possible site for the college was at the Patna General Hospital, it was necessary to transfer the Temple Medical School elsewhere. The Banwari Lal Hospital at Darbhanga was selected, and the first and second year classes were removed there by the middle of 1925. The Medical College was affiliated to the Patna University and opened its first year class in July 1925. The new college has been equipped in the most thorough fashion and is capable of giving a first class training to its students, but owing to lack of clinical material, each batch of students has at present to go to Bangalore for a course of midwifery.

Jharia Mining Settlement.

No account of public health work in the province would be complete without a reference to the Jharia mining settlement, because here may be seen in a more advanced state an area, which is largely rural, where an organisation, such as the local Government are trying to introduce throughout the province, has been working for a number of years. Indeed the Mines Board of Health might well claim that it has shown the way which Government is trying to follow. The settlement was created in 1913 and then consisted only of the Jharia coalfield proper. It was further extended in 1919, and finally in 1921 enlarged so as to embrace the whole Dhanbad subdivision, as well as a small area in Manbhum to the south. The Board is now responsible for a population of over half a million and an area of 900 square miles. It employs a Medical Officer of Health, a Bacteriologist, a Public Analyst and an Assistant Analyst and fourteen sanitary inspectors, of whom 12 are in charge of circles. It maintains a rigorous

control of conservancy in all bazars and has sanitation gangs at each circle headquarters. These at once visit any place where cholera is reported, isolate infected people, disinfect the premises and treat the patients with *kaolin*. These measures have been wonderfully successful. In 1919, before this organisation was built up, there were 4,007 cases of cholera and 2,124 deaths in the Jharia coalfield proper alone. Since then, there have been only 3,979 cases in the whole subdivision in six years, and only 1,479 or about 37 per cent. have proved fatal. Pending the completion of a large water supply scheme undertaken by the Jharia Water Board, special tanks have been set aside for drinking purposes and guarded by watchmen. The Food and Drugs Adulteration Act has been strictly enforced with good results. This year, only 22 samples of ghee out of 334 samples analysed, were found to contain animal fat against 181 in 1924-25, while only 14 per cent. of the samples of mustard and rape oil were found adulterated. Latrines have been erected in various bazars and are widely used. Vaccination has been made compulsory and the law is enforced with little difficulty. Small-pox is now rare and the average number of deaths during the last six years is only 30. Collieries are required to make adequate arrangements for the treatment of their labour and many of them have well equipped hospitals. A vigorous campaign to improve the housing of miners was started in 1922-23, and two-thirds of the quarters now comply with the Board's regulations. Special efforts are made to secure accurate vital statistics, but even so, the reported death rate was only 18.77 per mille against the provincial rate of 23.9 for the same period. Infant mortality was approximately the same as in the rest of the province. All this costs money, which is raised mainly by a special cess on coal at the rate of 2.88 pies a ton despatched from the collieries. On the whole, the results achieved in a few years fully justify the expenditure, which is about 10 annas a head of the population annually, and give rise to hope of a gradual improvement in the health of the whole province.

CHAPTER VII.

Maintenance of the Peace and Administration of Justice.

Cost of the police in Bihar and Orissa.

THE actual expenditure on the police force during the year 1925-26 was Rs. 82,22,386. The expenditure in the four previous years was as follows :—

	(In thousands of rupees.)
1921-22	81,31
1922-23	80,10
1923-24	79,30
1924-25	80,69

The increase in the year 1925-26 was due, in part, to the introduction of the recommendations of the Public Service Commission and to the payment, to Bengal, of nearly one lakh of rupees in settlement of the claims of that province in respect of expenditure on railway police in previous years. There was also an increase of Rs. 75,000 in the clothing grant. As has been pointed out in previous annual reports, the force has, for many years, been inadequately housed and clothed, with serious results on its health and morale. Three and half lakhs of rupees were voted by the Council for clothing in the year under review, and nearly six lakhs of rupees for new buildings, the important projects being :—

Lines for 50 armed police at Dhanbad;

A ward for police patients in the new Purulia general hospital; and

Married quarters for 20 constables at Balasore.

Yet the housing of the police still leaves much to be desired. As the result of the recommendations of the Police Commission from 1903 onwards, various new investigating centres were opened with temporary buildings, many of which are now beyond repairs and thoroughly insanitary. Despite the increased provision made in recent years for the improvement of police stations, it is stated that 700 new buildings are still needed.

Some increase in the police force is unavoidable with the advance of civilization and commercial development. As an instance may be quoted the case of Jamshedpur, where, in 1912, the maintenance of law and order was entrusted to a force consisting of one inspector, two sub-inspectors, two head constables and seven constables at an approximate cost of Rs. 5,000 per annum. In 1925-26, the force employed included one sergeant major, two inspectors, one sergeant, eight sub-inspectors, nine writer head constables, sixteen head constables and two hundred three constables, at an approximate cost of Rs. 73,000 per annum. Similarly in the Jharia coalfields, it was found necessary, during the year, to increase the police force by four sub-inspectors, four writer head constables, seven head constables, and one hundred constables. In the latter case, however, under the provisions of the Chota Nagpur Rural Police Amendment Act, 1925, a portion of the extra expenditure involved will be recovered by the diversion of the proceeds of the chaukidari tax in certain areas to provincial revenues. It was realised that in populous centres, the village chaukidar was no longer useful. His chief merit lies in his intimate knowledge of the locality and of the bad characters who either reside there or who come as occasional visitors. In a crowded colliery area, or in a town like Jamshedpur, only the professional police can perform the necessary duties of watch and ward.

The statement below indicates the increase of the police strength found necessary in the Jharia coalfield since 1912 :—

Year.	Sergeant-Major.	Inspector.	Sub-Inspector.	Head-constable.	Constable.	Average monthly cost (pay only).
						Rs.
1912 ...	...	1	4	3	14	645
1916 ...	...	1	7	12	40	1,234
1920 ...	1	1	9	15	53	2,822
1925 ...	1	1	8	16	52	2,760
1926 ...	1	1	12	27	152	5,293

Making due allowance for the unavoidable increase referred to above, the expenditure on the police has not increased to the

same extent as that in some of other Departments. For example, educational expenditure during the past five years has increased as follows :—

(In thousands of rupees.)

1921-22	...	...	...	...	54,36
1922-23	...	...	...	...	54,05
1923-24	...	...	...	...	62,00
1924-25	...	...	...	...	67,64
1925-26	...	...	...	...	76,81

It may be added that the Education budget for the year 1926-27 stands at TRs. 93,18 as against TRs. 83,96 for the police.

The fact is, that police expenditure, which may properly be regarded as a necessary insurance for the maintenance of peace and order, is less in the province of Bihar and Orissa than in any of the other eight major provinces, the cost being Rs. 0-3-7 per head of population including charges on account of the Imperial Police. The existing force gives one policeman to 2,391 people, as compared with 785 in Bombay; 1,053 in the Punjab; 1,316 in the Central Provinces; 1,442 in the United Provinces; 1,444 in Madras and 1,887 in Bengal.

Education of the police force.

The classes started to teach reading, writing and simple arithmetic to the constables of the armed police and ordinary reserve continued to make good progress, but the literacy of the force still compares unfavourably with that in other provinces. The classes at all headquarters are reported to be popular, and in many districts, the subjects of first aid and traffic control have been added to the curriculum.

Reformation of criminal tribes.

It is not generally recognised that under the head "Police expenditure" is included the reformatory settlement for Doms at Chauterwa in the district of Champaran. Rs. 21,000 was spent on buildings, in continuation of a provision of Rs. 16,000 in the previous year in order to effect the amalgamation of the Dom settlement at Ramnagar with that of Chauterwa. The management of this settlement is entrusted to the Salvation Army, and the concentration of the families registered under the Criminal Tribes Act in one place, with a view to their reformation and education in the means of earning an honest livelihood, will be watched with interest. In the neighbouring district of Saran, the present admittedly unsatisfactory system of police supervision over detached settlement continues. The expenditure involved

in starting a settlement on the lines of that at Chauterwa would approximate to one lakh of rupees, and it is considered advisable, therefore, to defer placing a demand for this expenditure before the Council until the success of the experiment at Chauterwa has been established.

Relations of the public with the police.

The attitude of the public towards the police continues to improve, and the behaviour of the police shows a corresponding advance. Several applications, for more police posts and protests against their abolition, were received during the year.

The good work of the police was frequently acknowledged in the press in connection with communal disturbances, *melas* and festivals, fires and floods, as well as in criminal cases and in averting breaches of the peace. Assistance was received from the public in a number of instances, some of which involved danger and even resulted in injury to the persons concerned. In these cases rewards are paid. From one district, it is reported that some villagers protected a sub-inspector from attack by a notorious criminal and his friends: and that three villagers assisted two chaukidars in pursuing and arresting five burglars after a fierce fight in which one of the villagers was severely injured. From every district come reports of a change of attitude, though in many places the public are still strangely indifferent to the efforts of the police in the prevention of crime and the bringing of offenders to justice.

Absence of political crime.

There was no anarchical outrage during the year, nor were there any prosecutions under sections 124A, 153A, 505 of the Indian Penal Code or section 108 of the Criminal Procedure Code.

Statistics of ordinary crime.

The number of cognisable cases fell from 51,730 to 50,871, but the percentage of convictions rose again to 34, as compared with 33 in 1924 and an average of 29 for five years. Cases of murder slightly increased, from 238 to 249. The percentage of convictions, always difficult to secure in these cases, rose from 20 to 24, but results were very poor in Patna and Gaya where all the persons tried were acquitted. These are jury districts. Twenty-four murders only were true cases of murder for gain, 23 were due to suspicion of witchcraft and 19 were murders of infants by their mothers, often followed by suicide. Reported cases of dacoity showed a marked falling off, being only 198 against 303 last year, a reduction of 34 per cent. Half of these occurred in North

Bihar, where the Nepal border affords an easy means of escape to lawless men, and Purnea, as not infrequently, headed the list. There was a bad outbreak of this form of crime in Chota Nagpur, especially round Jamshedpur and Dhanbad. Some of these crimes are the work of Punjabi gangs who are courageous and cruel and do not hesitate to use modern firearms and motor transport. A big gang case was started against 37 persons at Jamshedpur, and 20 of them were eventually convicted and sentenced to varying terms of imprisonment. Robbery and burglary also showed satisfactory decreases. The Inspector General attributes this to good harvests, improved surveillance and the new system of picketting described in the last two Year Books. This is producing less spectacular results than at first, and the police are reported to be handicapped by the lack of warm clothing and waterproofs, but there is no doubt that it has done good both in the detection and prevention of crime. Out of 652 persons arrested by pickets on suspicion no fewer than 474 were convicted. The most disquieting symptom is the constant increase in offences against public tranquillity, which were again 6 per cent. higher, while the average for the last five years is 50 per cent. above that of the previous quinquennium. The growing spirit of turbulence is ascribed to the sustained efforts made during the last few years to bring lawful authority into contempt and weaken the executive.

Discipline.

The discipline of the force was, on the whole, good. The number of punishments decreased by 9.2 per cent. and judicial convictions were fewer. Out of 224 cases instituted against members of the force in 1925, no fewer than 111 were found false or dismissed without issue of process. Only 36 ended in conviction, and of these 12 were prosecutions of escorts or sentries who allowed their prisoners to escape. As against this, 4,357 officers and men received rewards, compared with 3,350 in 1924.

Civil justice: the importance of rent suits.

The volume of civil litigation shows no sings of decreasing. No fewer than 175,699 original suits were instituted, which is 11,280 more than last year and exceeds by more than 2,000 the previous record for the province, which dates from 1917. Of the new suits, more than 110,000 were rent suits, an average of one to each 3,000 inhabitants of the province. Taking the average number of members of a family as 5, and this the census figures seem to justify, one family in 500 is sued every year for rent. Actually the proportion is much higher as most rent suits are for

more than one year's rent. Nearly 80 per cent. of these suits are for Rs. 50 or less, but, none the less, they involve harassment and often ruin to a large proportion of the population. Most of the time of the munsifs is taken up with money and title suits which are of greater value and involve more difficult issues, but there is no doubt that it is the prompt and just disposal of rent suits which is of more moment to the masses than any other form of civil litigation. Cases are frequently set down for days on which there is no chance of their being tried and adjournments, without hearing, are numerous. The average duration of a case in a munsif's court, if contested, is 210 days and if uncontested 110. Anyone with knowledge of these courts, will realise that this means that every contested case is adjourned several times without hearing. Some means of preventing this loss of time and harassments to parties is one of the crying needs of the agricultural population. Saran, Muzaffarpur and Darbhanga, where the population is thickest, easily head the list in this form of litigation, accounting for 65,000 out of the 176,000 new suits instituted. Progress in disposing of original civil cases of all kinds was disappointing, since 8,879 fewer than last year, were completed and the arrears increased by over 10,000. Appeals and second appeals from these suits are heard in the High Court and in the courts of district and subordinate judges. In all these courts, progress was good and the number of appeals pending at the end of the year decreased. This was partly due to the continuance of the two Additional Judges of the High Court for another year and the appointment of additional District and Sessions Judges in four districts for varying periods. A new post of subordinate judge was created for Motihari and another of munsif for the newly-established court at Jehanabad.

Inspection and changes in procedure.

A senior judicial officer, who had previously officiated as a Judge of the High Court, was appointed as a special officer to inspect district courts and inspected the civil courts at the headquarters of nine districts during the cold weather. His inspections brought to light many defects in the working of the subordinate courts and their offices, and certain changes in practice and procedure are now under consideration. The recommendations of the Civil Justice Committee were again under consideration, and orders were passed in a number of cases, but it is too early to estimate their effects. One result was an experiment in the unification of the offices of all civil courts at headquarters under a Registrar. Another was proposals from the

High Court for reforming the system of service of processes. Only one peripatetic stamp reporter was employed. He worked in three districts and discovered deficit court fees to the amount of Rs. 21,453, of which over half was realised.

Criminal justice: magisterial courts.

The number of cases tried by magistrates was practically the same as last year. Out of nearly 66,551 cases for trial, including 2,644 pending from 1924, the magistrates disposed of 62,844 and only committed 588 to sessions. So far as possible, these courts avoid harassment to witnesses by discharging them on the day they appear or at worst the succeeding day. Less than 10 per cent. of the witnesses summoned were kept till the third day and less than 2 per cent. till the fourth.

Sessions court: trial by jury.

As already recorded, four Additional Sessions Judges worked for varying periods during the year. In spite of this and fewer commitments, progress was not so good and the number of pending cases increased. The percentage of convictions was about the same last year, but was very low in Patna and Gaya. The jury system is in force in ten out of the twenty-one districts of the province, but with the exception of Cuttack and Manbhum is restricted to Bihar proper. It is well reported on from Monghyr and Cuttack, but the Sessions Judge of Patna writes " It has nearly always been a matter of surprise to the presiding officer when the jury found an accused person guilty. The existing system offers a high degree of protection to the criminal. Some of the verdicts were of a perverse and even discreditable nature ". The juries in this district returned a verdict of guilty in 11 cases only and of not guilty in 29 cases. In four cases, the judge referred verdicts of acquittal to the High Court as being perverse, and in three of these the High Court convicted the accused. Fourteen persons were condemned to death and 47 to transportation for life.

Criminal appeals and revision.

Twenty-five references for confirmation of death sentences were made to the High Court. The sentence was confirmed in the cases of 14 out of 27 persons, 8 were sentenced to varying terms of imprisonment and 5 were acquitted. There were 246 criminal appeals for hearing before the High Court, out of which the orders of the lower court were upheld in 151 cases and only completely reversed in 18. Out of 683 cases, in which application was made for revision of the orders passed by subordinate court on the grounds of defects in law or procedure, the court refused

to issue notices in 360, and in only 64 cases was a rule made absolute. In the subordinate courts of appeal, 23.6 per cent. of appeals to Sessions Judges were summarily rejected, 31.8 were altogether unsuccessful, 15.6 obtained a reduction or alteration of sentences and 26 per cent. were acquitted. In appeals heard by magistrates, about half were unsuccessful and 33 per cent. were acquitted.

Jail administration: number of prisoners.

There are now four central jails under wholetime superintendents in the Indian Medical service, 11 district jails, 1 juvenile jail and 51 subsidiary jails. The daily average number of prisoners of all classes was 6,227, or practically the same as last year. Out of these, 3,484 were confined in one or other central jail. The largest jail is that at Bhagalpur, where 1,327 were incarcerated.

Health of prisoners.

The health of the prisoners was exceptionally good. The number of admissions to hospital, the sick rate per mille of average strength and the death-rate were the lowest in the annals of the province since its creation. The figures were 614.9, 23.6 and 11.7 respectively. All the four central jails showed excellent results, and this may be ascribed, at least partly, to the appointment of whole time superintendents at Hazaribagh and Gaya. One of the most common causes of illness and death in jails has always been dysentery, but for the last three years there has been a continuous improvement in the records of this disease. In 1923, there were 1,134 cases with 28 deaths, in 1924, 634 cases with 18 deaths and in 1925, only 322 cases with 5 deaths. The falling off was most marked at Bhagalpur where there were only 49 admissions to hospital against 166 the year before and 468 in 1923.

Reformation of prisoners.

Only 10 per cent. of the convicts were able to read and write. As an experiment, compulsory education of all convicts of 25 years and under undergoing sentences of 2 years and more, whose mother tongue is Hindi, was introduced in Gaya central jail last year. There were 35 pupils who were taught reading, writing and arithmetic as well as drill for half an hour daily and manual labour, such as tailoring and weaving, for another half hour. Very satisfactory progress was reported. Boys and young men under 20 are, according to their age, either sent to the reformatory or to the juvenile jail at Monghyr. Special wards for juveniles have also been established at Bhagalpur and Bankipur. The reformatory

is under the charge of the Director of Public Instruction, and there the boys are, as far as possible, freed from anything like jail discipline and taught some trade in addition to reading and writing. In the juvenile jail, the syllabus of the Education Department for primary schools is followed, and there are 8 technical classes where carpentry, blacksmithy, tinsmithy, weaving, tailoring, canework, masonry and gardening are taught. Short term prisoners are taught either masonry or gardening. The school is inspected by officers of the Education Department and religious and moral instruction is given by members of the staff. An outside instructor for the Muhammadans was secured, but no suitable volunteer could be secured for the Hindu boys. Unfortunately the " Whitty Home ", founded for these youths on release, is threatened with bankruptcy, because the public will take no interest in it, but the Juvenile Prisoners' Aid Society is able to assist some of the discharged prisoners. A new Prisoners' Aid Society was started at Buxar, thanks to the public spirit of the residents, and received a grant from Government.

Jail manufactures.

So far as possible, convicts sentenced to hard labour are employed on remunerative manufactures. The average number sentenced to labour was 4,792, and of these nearly 2,000 were employed on jail manufactures. The total profits on all jail manufactures, exclusive of the cost of labour, was nearly 1½ lakhs, which works out to Rs. 31 per head of those sentenced to labour and Rs. 75 per head of those actually employed on jail manufactures. The average cost of keeping a prisoner, including the cost of the staff, guards, etc., was Rs. 166 per head excluding, and Rs. 176 including, subsidiary jails. The most important manufacturing centres are Buxar, Bhagalpur and Gaya. At Buxar the principle industries are tent making, tailoring and cotton weaving. This jail sold 431 tents and made 73,000 chaukidari uniforms and 37,000 articles of prison clothing, btsdies a number of other articles, and showed a profit of over a lakh, exclusive of the cost of labour. The nett return per head of those actually employed was over Rs. 200. Bhagalpur Central Jail has a woolen powet mill for spinning and weaving. which has been showing deficits owing to lack of expert management. The post of deputy superintendent has now been abolished and an expert mill manager appointed in his place. He joined in May 1925 and has already effected economies and increased the outturn of blankets and yarn. A large proportion of the convicts at Gaya are employed in the Government Forms Press which is built as part of the central jail.

Prisons reforms.

As a result of the recommendations of the Indian Jails Committee, the following further reforms, in addition to those already mentioned, have been carried out, the instructors or ministers of religion appointed to impart religious or moral instruction to prisoners are now allowed conveyance hire for the journeys performed by them to and from the jails, up to a limit of Rs. 10 a month, and the rules regarding religious observances have been extended to subsidiary jails, where they are followed as far as circumstances permit. Undertrial prisoners are no longer guarded by convict officers and extra warders have been sanctioned to replace all convict officers employed in the undertrial wards. The employment of convict officers above the grade of convict night-watchmen in the Buxar Central Jail, which has been set apart for the confinement of habitual prisoners, has also been prohibited. The " star class " system, under which the best of the casuals are separated from the worst to avoid any possibility of contamination, has been introduced into Hazaribagh Central Jail, and night schools for these prisoners have been established. An encouraging result of the experiment already noticed is that there is practically an entire absence of jail offences amongst this class. They appreciate what is done for them, carry out their full tasks and give little trouble.

CHAPTER VIII.

Excise.

Introductory.

A SEPARATE chapter on excise policy needs no apology. Hitherto it has been somewhat incongruously linked with education, with which it has no connection, and in view of the interest taken in it there seems no reason why it should not have a chapter to itself, albeit a brief one.

History of excise since the Reforms.

The advent of the Reforms saw a determined attack, both in and outside the new councils, on excise as a source of revenue. While there is undoubtedly strong feeling, among both Muhammadans and the higher Hindu castes, against the consumption of alcohol, the movement rapidly developed into a political campaign among those who stood aloof from the councils and wished to bring all Government to a standstill. They saw that several local Governments depended largely for their revenues on receipts from excise, and thought that, if they could effect a marked decrease in consumption, it would help to paralyse the executive. This attempt to make political capital has brought some discredit on the temperance movement, but there is no doubt of the strength of the feeling against both drink and drugs among the more orthodox of both religions. Government recognising this, although a motion for total prohibition was defeated in the Legislative Council, appointed a committee to consider whether it was practicable and if not, what changes, if any, in Government's excise policy, were desirable. The almost unanimous report of this committee that prohibition was not a practicable policy, did much to dispel misunderstandings regarding the attitude of Government, but it is as well to repeat a few facts about the excise revenue and the consumption of intoxicants and drugs.

Comparison with other provinces.

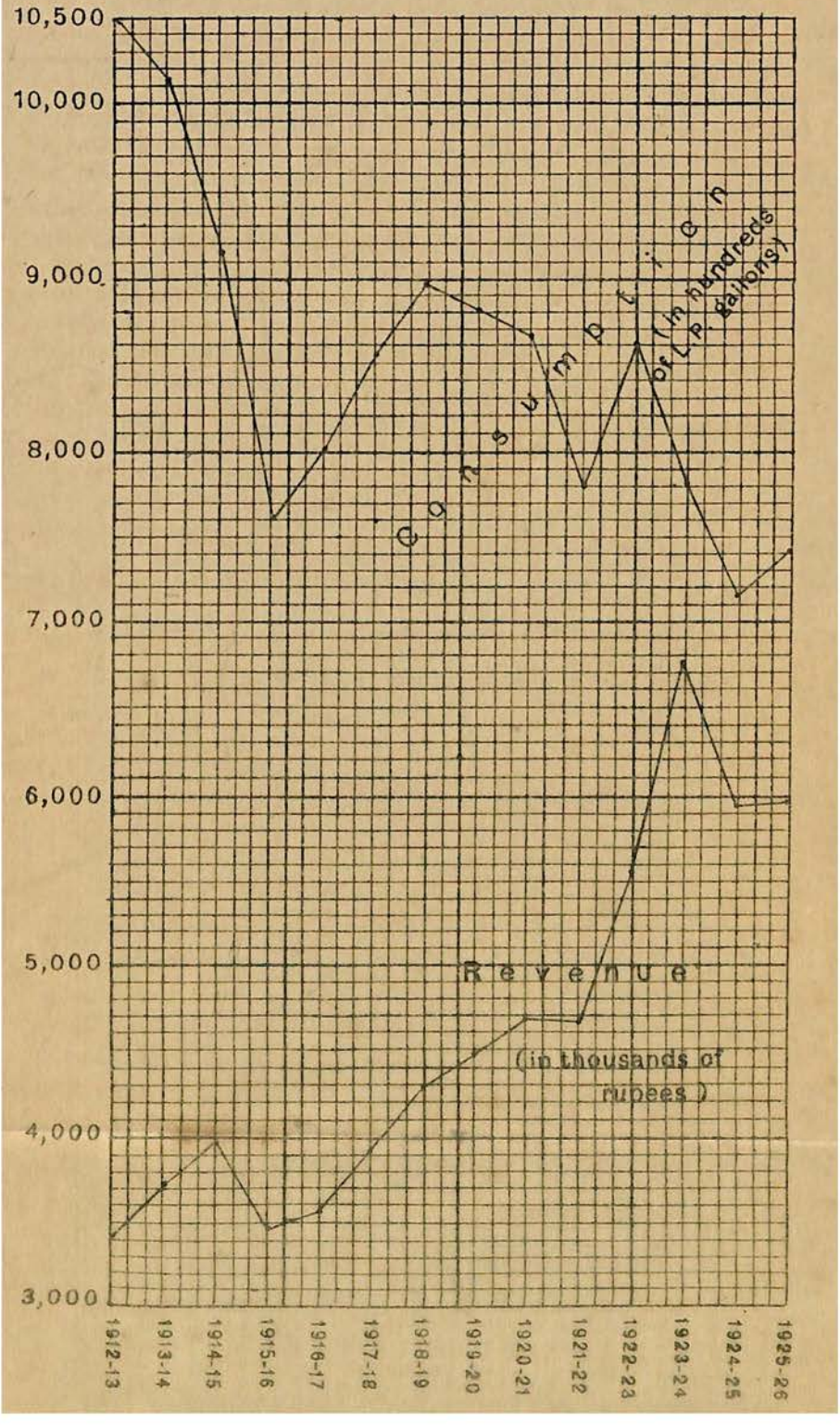
In the first place, there is a tendency to over-estimate the amount of intoxicants consumed in the province, and to imagine that, because the excise revenue forms such a large proportion of the provincial revenues, consumption must be correspondingly large. This is a fallacy. The excise revenue of Bihar and Orissa forms such a large part of its total revenues, merely because the remaining

items are so small. The actual consumption, in fact, is by no means high. The excise revenue per head varies in different parts of India from just over four annas, eleven pies in the United Provinces to two rupees, three annas and six pies in Bombay. In Bihar and Orissa, it is only nine annas, three pies per head, the lowest incidence in any province but one. Nor is this low figure due merely to the cheapness of the liquor supplied. The annual average consumption of country spirit for every hundred persons, though higher than in Bengal and the United Provinces, amounts to only 3.6 gallons, which is considerably lower than the average consumption in Madras, Bombay or the Central Provinces. The opportunities for drinking given in this province also are not unduly large. The number of country spirit shops for every 100,000 of the population is nine in urban areas and four in rural areas, compared with considerably higher figures in the Central Provinces and Bombay. It cannot, therefore, be said that any encouragement has been given to the practice of drinking, seeing that the average consumption per head is less than in several other provinces, and the actual number of liquor shops is smaller proportionately to the population than in any province, except Bengal. Far from encouraging drink, the policy of Government has always been to promote temperance in every way possible.

Prohibition not a practical policy.

The practical difficulties in the way of the policy of prohibition, which some enthusiasts claim, should be the aim of excise policy, are two-fold, viz., the financial difficulty of making good the loss of revenue sacrified, and the administrative difficulty of enforcing prohibition. It was the latter consideration which weighed chiefly with the Excise Committee just mentiontd. It emphasized the anomaly created by the existence of a large aboriginal population, accustomed from time immemorial to brew rice beer, and certain to resent any interference with their customs, which are interwoven with religious observances. It drew attention to the difficulties of communication, especially in the areas inhabited by these aboriginal tribes, which would make it impossible to prevent illicit practices, to the large portion of the province bounded by Nepal and the smaller Indian States, from which excisable articles, could easily be smuggled into British India, and finally to the facility with which drugs such as *ganja* and *bhang* can be cultivated. In face of these considerations, and the difficulties into which the United States has been landed by a policy of prohibition, it is idle to contend that the demand for drink would disappear automatically if Government were only ready to forego the excise

Diagram showing the consumption of country spirit and revenue obtained therefrom in the districts of Patna, Gaya. Shahabad. Saran, Darbhanga, Bhagalpur, Monghyr. Purnea, Santal-Parganas Puri, Cuttack, Balasore and Manbhum.



revenue. The administration would not only be saddled with the additional cost of a preventive staff, but would have to face the odium of imposing extra taxation amounting to almost two crores of rupees.

Government policy: minimum consumption with maximum revenue.

These two difficulties together leave no alternative to the present system, whereby Government by regulating the price, quantity, quality and strength of drugs and intoxicants sold, keep consumption at the minimum and draw the maximum revenue. The huge increase in revenue, since 1912, has already been discussed. Unfortunately, it is impossible to produce complete figures to prove that consumption has decreased, because there neither is, nor can be, any record of the consumption of country spirit from outstills (as there is from central distilleries), and there are no figures at all for *tari* and *pachwai*, but the following figures supplemented by the diagram facing the opposite page show fairly conclusively that there has been a striking decrease all round in the amount of intoxicants and drugs consumed :—

Figures showing the number of shops for the sale of excisable articles, the amount consumed and the revenue obtained.

Article.	1912-13			1925-26			Remarks.
	Number of shops.	Consumption.	Revenue in thousands of rupees.	Number of shops.	Consumption.	Revenue in thousands of rupees.	
		L. P. Gals.	Rs.		L. P. Gals.	Rs.	
Distillery liquor	1,513	1,157,636	37,96	1,417	1,124,009	80,87	
Outstills ...	576	...	16,11	168	...	15,01	Statistics of consumption not available.
Tari ...	7,065	...	12,66	5,437	...	20,19	
Pachwai ...	355	...	1,31	336	...	3,83	
		Mds.			Mds.		
Ganja ...	1,334	2,498	22,53	1,094	1,549	40,10	
Bhang ...	207	538	52	282	316	1,09	
Opium ...	503	926	12,15	504	626	34,91	

Exact figures are available for *ganja*, *bhang* and opium. These show that consumption has been reduced by 38, 41 and 32 per cent.

respectively, whereas revenue has been increased during the same period by 77,109 and 18.7 per cent. In other words Government have reduced consumption by increasing the price of these articles. Within 12 years also, the number of *tari* shops has been decreased by 29 per cent. For country spirit, no exact comparison can be made, because in 1912-13, in a number of districts this liquor was distilled in outstills by the licensees of shops, and no records of the amounts consumed were kept in those districts. All that can be said is that the number of districts in which the old outstill system remains, have been reduced from 9 to 6, and there are now only 168 such shops against 576 in 1912-13. In spite of the replacement of so many outstills by shops drawing their supplies from central distilleries, the number of shops served by distilleries has fallen from 1,512 to 1,417, and the amount of spirit consumed in these shops has also decreased by 33,627 L. P. gallons or by 2.9 per cent. But it is certain that the amount of liquor produced and consumed at the outstills, now closed down, very much exceeded the liquor produced by the distilleries. This conclusion is strongly fortified by the records kept for the thirteen districts which have been served by central distilleries during the whole time. In these districts, as the diagram facing page 88 shows, the consumption of country spirit has decreased from 1,050,989 L. P. gallons to 741,225 gallons, a drop of 29.0 per cent. Converted into the popular strength of 70° under proof liquor the reduction in consumption may be placed at 1,032,546 gallons. These figures show that, so far from increased revenue being derived at the cost of increased consumption of intoxicants, the truth is very much the contrary. Better results could hardly have been achieved.

Danger of illicit distillation and smuggling.

The danger of the constant increase of taxation is, that the price of drugs and intoxicants will be forced up to such a level as to make smuggling and illicit distillation worth while running the risk of prosecution. Such offences will always occur under any excise system but, if taxation is put at too high a pitch, the profits become so great that many will connive at them, and the consumers themselves will sympathise with a trade which will supply their needs more cheaply. There are already warnings against proceeding too fast. The lawlessness which characterised the non-co-operation movement subsided to a great extent in the last two years, and the number of cases of illicit distillation detected in 1924-25 was only 1,268 against 1,440 and 1,893 in the two previous years. Opium smuggling cases also decreased, being 42 against 45 and 68. But 1925-26 saw a

reaction, and there were 1,690 cases of illicit distillation detected, and 129 of opium smuggling. It is possible that if magistrates would award imprisonment more freely, illicit practices would be more easily kept in check, but in the majority of cases only fines are inflicted and these have no deterrent effect. The most serious symptom was an increase in cocaine cases from 52 to 98. The great war put a substantial check on the use of this drug, and it was some time before the illicit trade recovered, but greater quantities now seem to be available and the vice is again on the increase. Owing to its small bulk and high value, cocaine can be very easily smuggled, while its devotees are willing to pay any price for it. The only method of really stamping out the trade is to control manufacture, and this is the aim which the League of Nations has before it.

Licensing boards.

In addition to increasing the price of excisable articles as quickly as appears safe, Government are adopting every other means which makes for the better control of the traffic and reduces consumption. One of the recommendations of the Excise Committee was, the constitution of licensing boards in place of the old advisory committees. Such boards were established in eight of the largest towns in May 1924. They consist of the chairman of the municipality as president, one elected representative each of the municipal commissioners, of duly registered temperance societies, if any; in the town, of the principals and head-masters of local colleges and high schools and of the local licensees; one non-official member of the Legislative Council resident in the town and a member chosen by the Collector to represent the labouring and consuming classes. These bodies are thus entirely composed of non-officials, but have the local superintendent of excise as their secretary. They exercise all the powers of the Collector in respect of the location and number of shops for the sale of excisable articles of all kinds, except foreign liquor, and of the selection of licensees for such shops. They have now been working for two years or more and have used their powers with moderation and maintained harmony with the excise staff.

Siding-scale system of settlements.

Another important reform is the introduction of the sliding-scale system of settlements. Previously shops were put up for auction each year, and the heat of competition often led to prices being paid for them far beyond what the profits warranted. The only way that the licensee could save himself from loss was by pushing up consumption, and this was his natural inclination.

Under the new system the license fee is based on the actual consumption during the year and is fixed on a sliding-scale, which leaves sufficient margin for profit; but the rate of profit decreases in inverse ratio to the amount consumed, so that the temptation to push sales unduly is minimised. This system is being introduced gradually, and is already in force in the whole of Bihar proper, except the Santal Parganas, in the three coast districts of Orissa and in respect of all country spirit and drug shops in Manbhum. It has now had a fair trial over a wide area and all district officers report well of it. It eliminates the element of speculation, thereby steadying the revenue and making correct budgetting more easy. As the licensees are assured of moderate profits they no longer have such a strong incentive to increase consumption, while cheating and malpractices have been reduced. Another great merit of the system is, that it gives rapid and effective control over the trade in intoxicants. As soon as any tendency towards increased consumption is noticed, action can be taken to check it without dislocation of the settlements. During 1925-26 the consumption of both country spirit and *ganja* showed a tendency, to rise. The popular strength of the former was at once reduced and the price of *ganja* raised, with the result that in the second half of the year consumption was at or about the previous level. The chief draw-back, which brought about the failure of the system in Bombay, is the greater danger of corruption, because licensees know that the continuance of their licenses depends on the reports of the staff. In order to prevent this, the experiment is being tried in two districts of confining inspection of shops to officers of the grade of inspector.

Temperance movements.

Apart from the closing of shops and increasing prices, other measures, taken mainly on the recommendation of the excise committee, have been a further curtailment of the hours of sale and an experiment in Patna, Gaya and Arrah municipalities of prohibiting consumption at shops and reducing the limit for possession from 3 to 1 quart bottles. But temperance can only make real headway by a change of habits among the people themselves. Signs of this are not wanting. There are strong caste movements for social uplift especially among *Goalas*, *Banias* and *Kurmis*, who are taking the sacred thread in growing numbers, and this usually involves a vow against taking intoxicants. Among these castes permanent results seem to be achieved, and in Patna district, where the feeling is very strong, there has been a steady decrease in the consumption of country spirit; but in other places this has been

accompanied by an increase in the sale of *ganja* and even of illicit distillation. Members of these castes, afraid to be seen purchasing or drinking liquor, try to distil it themselves and a number of such cases have been detected. Among other castes, such as *Telis*, *Dosadhs* and *Dhobis*, these movements achieve only temporary results, but it may be that the example of other castes and the progress of education will eventually nerve them to greater efforts. Among the aboriginals, the Khondmals and most of the Kolhan are being kept free of country spirit shops and few excise offences are detected there. In these cases there is no feeling against the consumption of rice beer which is brewed in their homes and freely consumed at festivals. A movement is actually being organized among the Christians in the Simdega subdivision of Ranchi in favour of drinking these intoxicants instead of country spirit.

CHAPTER IX.

Government and the land.

Some features of Bihar and Orissa.

A CASUAL glance at the map of India might give the idea that Bihar and Orissa, though somewhat long from the north to the south in proportion to its width, is not badly shaped for the purposes of administration. In fact, there is no reason why a province of such dimensions should not be welded into a whole, of which all the parts are easily accessible from the centre. But the reality is far otherwise. Lying right across the province to the south, are the Feudatory States, which are not part of British India and are administered by their Chiefs under the guidance of a Political Agent. This block of country, shown in light yellow on the map at the end of this book, cuts off Orissa from Bihar and Chota Nagpur and divides Orissa itself into two unequal parts. This geographical accident might not be of much moment, were the communications designed so as to link up all portions of the province together; but Bihar and Orissa is only part of a larger whole, and the main lines of railway, built long before the province became a separate entity, all tend to run through and across it, rather than to join one part to another. Orissa cannot be reached from Patna without passing through Bengal, and the quickest route is via Calcutta. The district of Sambalpur, which is part of the Orissa Division and only 150 miles from Cuttack, as the crow flies, cannot be reached from Cuttack except by a journey of 460 miles traversing three sides of a square. Such lines as do run north and south, except the main line from Calcutta to Madras through the coast districts of Orissa, are cross country lines with no through services and with their numerous junctions a source of vexation to the traveller. There is no real commercial centre in the province, and the railways tend merely to act as feeders to Calcutta, the great port of the north-eastern India. It follows that, apart from physical obstacles, which are many, it is unlikely that this radical defect in the make-up of the province will ever be remedied. This is all the more unfortunate because the Oriyas are a people distinct from the inhabitants of Bihar proper, speaking a different language with a script of its own, while they are further separated from the north by a block of aboriginals who, though they speak Hindi or Bengali,

have, for the most part, languages of their own and are out of sympathy with their neighbours on both sides.

Land revenue and tenancy law.

This lack of homogeneity is reflected in the revenue and tenancy laws of the province. In Bihar and Chota Nagpur, with the exception of a few scattered estates in the possession of Government or situated along the banks of rivers, land revenue is permanently settled. In Orissa, periodical settlements are made, save in a few estates. There are six separate Tenancy Acts, three of which apply to one district only, viz., Angul, Sambalpur and the Santal Parganas, while the Bengal Tenancy Act regulates the relations between landlord and tenant in the ten districts of Bihar, and the Chota Nagpur and Orissa Tenancy Acts in five and three districts each.

Relations between landlord and tenant.

The year was not noticeable for any particular agrarian disturbances, but instances of friction, between landlord and tenant, were quite sufficiently frequent to leave ample room for an improvement in their mutual relations. The fact is that, as the tenants get to know their rights, they are less and less inclined to submit to illegal exactions and refusal to make these payments often leads to trouble. It seems probable that most attempts to levy *abwab* now come to light, unless they are small in themselves and sanctioned by long-standing custom. For instance, in Orissa marriage fees and offerings to a landlord, on his visiting a village, are often paid without objection, but new impositions are strongly resented. It is reported from Manbhum that a tenureholder, who tried to collect an illegal tax on all carts passing through his estate, was speedily brought to book and was committed to the Court of Session on a charge of extortion. Attempts of the lower castes to assert themselves, such as have already been described in a previous chapter, often cause trouble. Another common source of friction are applications from tenants for the commutation of produce rents to cash. These are common in South Bihar, where the system of appraisement rent is fairly general and are usually regarded by the landlord as a declaration of war. The tenants, on their part, often withhold rent during the proceedings, which thus, sometimes, end in rent suits which bring ruin on the tenants.

Commutation of rent.

The commutation of rent is a serious problem in South Bihar. Under section 40 of the Bengal Tenancy Act, any raiyat may apply to the Collector for the commutation of a produce to a cash rent, but such

applications are often refused owing to the local system of irrigation, from streams and reservoirs, which serves more than one village. These systems are kept up by the landlords, and it is found, by experience, that if commutation is granted, the landlords no longer have the same interest in repairing the reservoirs and channels, which are often allowed to fall into decay to the ruin of the cultivators. After the preparation of the record-of-rights in the Patna and Gaya districts, in particular, very large numbers of applications were put in, but Government was unable, at the time, to spare officers to decide them and the Collector had to be instructed to refuse to receive any more. Now that officers can be spared, they have been taken up again and good progress was made with them during the year. In the Patna district, 1,526 cases out of 3,035 pending or instituted were decided, and in Gaya 1,103 out of 2,741. In both cases, the number of cases for decision was much less than in the previous year.

Government as a landlord.

The number of estates held direct by Government was only 329 out of 118,907 in the province, but they account for 21 lakhs out of the total land revenue demand of 155 lakhs. The cost of management works out, on the average, to 8.7 per cent. on the revenue. The nett contribution of .25 of all the estates is thus 13 per cent. of the total land revenue of the province. This is not because they are specially large or fertile, since many of them are petty or have come into the hands of Government, because no one finds it worth while to buy them, and these figures give some idea of what the permanent settlement has cost the province. For the estates are not starved nor are the tenants rack-rented. Nearly 1½ lakhs were spent on improvements such as tanks and wells, drainage, roads and bridges, etc., during the year. In addition to this, the tenants receive sympathetic treatment whenever they are in difficulties. Remission and suspension of rents are granted in cases of drought or flood, and were given in the Khurda estate during the year.

Trust, wards, and encumbered estates.

There is another important class of estate of which Government, though not the landlord, has temporarily assumed the responsibility of management. This class comprises, first, trust and attached estates, administered by the Collector of the district; secondly, wards' estates administered under the Court of Wards Act of 1879, and managed either by Government officials lent for this purpose or by salaried managers; and thirdly, encumbered estates taken over under the Chota

Nagpur Encumbered Estates Act, 1876. The Court of Wards Act provides that the estates of females, minors, lunatics or persons declared by a civil court to be incapable by reason of physical infirmities of managing their own property, may be taken over by the Court of Wards; and under this Act, a wide discretion is given to the Court to assume responsibility for the estates of persons who themselves apply to be declared disqualified. In the Chota Nagpur Encumbered Estates Act, special provision is made for the taking over of estates which are in danger of extinction through the wasteful extravagance of their proprietors. It is the work of the Court of Wards, which is in the hands of the Member of the Board of Revenue, which is the most important. Not infrequently the largest estates in the province pass under Government control for a number of years, and the system of administration, thus introduced, usually leaves permanent effects on the estate, to the mutual benefit of Government, the landlord and tenants. The largest estate under management in 1925-26, was the Bettiah estate, with a current demand of nearly Rs. 25 lakhs. The second largest estate under management was the Ramgarh estate in the Hazaribagh district, with a rent roll of Rs. 4½ lakhs besides valuable property in the shape of coal-bearing areas. Other important estates in the hands of the Court of Wards were, the Banaili seven annas estate and the Narhan estate, with rentals of Rs. 3¾ and Rs. 2¼ lakhs respectively. Altogether, at the close of the year, there were 93 estates under management as against 96 last year and 135 estates in 1921. The decrease is chiefly among estates in Chota Nagpur managed under the Encumbered Estates Act. The object of this Act was to save the somewhat backward proprietors in this Division from the results of their improvidence, not only for their own sakes but for those of their aboriginal tenants who, it was considered, were likely to obtain more sympathetic treatment from those who were often of similar origin and understood them. But there was a tendency, at one time, to assist proprietors who did not belong to the class for which the Act was framed, or to keep hopelessly insolvent estates under management. The exercise of stricter discrimination has led to a reduction in the number of estates on the list.

Operation of the Revenue Sale Law.

In recent debates in the Legislative Council, the operation of the Sale Laws has been criticised as unduly harsh. This criticism is not borne out by the statistics of 1925-26. The number of estates or shares or interests in estates, which became liable to sale among the 118,907 estates on the roll, was

7,286. Out of these, 7,064 were exempted from sale and of the 222 sales, which took place, 8 were annulled on the ground of hardship. These figures prove that the proportion of estates brought to sale each year is negligible, and many even of these sales are actually due to quarrels among co-sharers or to estates being washed away by the action of rivers.

Survey and settlement: the benefits of the record-of-rights.

As the land revenue of most of the province is permanently settled, there is little settlement work of the type always in progress in other provinces. Operations are usually confined to the preparation or revision of a record-of-rights, during which applications for enhancement of rent on certain grounds are received and decided by the revenue officers. This year saw a landmark in the history of the province in that the preparation of a record-of-rights for the whole of Bihar and Orissa, begun in the early nineties soon after the passing of the Bengal Tenancy Act in 1887, was brought to a conclusion, save for a few small isolated areas. It is difficult to exaggerate the benefit which these operations have brought to landlord and tenant alike, to say nothing of the general public and the administration of the province. Only those who can remember the chaos and chicanery ruling in many places before cadastral maps were prepared and the rights of the various parties recorded can realise the value of the conditions which now prevail. Rent cannot be enhanced by unscrupulous landlords by means of forged papers produced in ostensible rent suits, while all civil and criminal justice is conducted on a firmer basis. District Officers report, year by year, that the record is freely used in all branches of the administration and is greatly appreciated by all officers and litigants, but only successive revisional operations will ensure that these valuable record-of-rights are kept up to date.

Manbhum and Orissa.

The main scenes of operations this year were Manbhum, the Santal Parganas and Orissa. It was in Manbhum that the original record-of-rights was finally completed and there is nothing special to report from this area. In other parts of the province, the record was merely being revised along with rent enhancement suits and, in Orissa, a re-settlement of the land revenue. During the year, Government laid down the main principles of the revenue settlement in Orissa. The settlement is to last for 30 years, and as at the last settlement, Government will aim at taking from 50 to 55 per cent. of the assets. But special allowance will be made

for any area damaged by flood, where no increase or only a small increase of rent has been allowed. If a proprietor's income has been reduced, he may even get a reduction of his assessment. Some idea of how the revenue is likely to be increased may be formed from the results of rent enhancement suits against settled and occupancy raiyats in 471 villages this year. The average enhancement allowed is about 22 per cent., or 3½ annas in the rupee, over the existing rent. In view of the rise in prices and the value of land since the last settlement, this can hardly be called excessive.

Santal Parganas.

In the Santal Parganas, there is nothing in the operations to call for special remark, but some statistics, collected by the Settlement Officer, show the danger of allowing free transfer of occupancy rights by aboriginal tenants. This is prohibited in most of the district but has been permitted in a number of villages round Rajmahal. Here out of 39,901 holdings, recorded at the last settlement, no fewer than 28,242 holdings or parts of holdings have been sold. Most of the land has thus passed into the hands of non-residents who get the land cultivated by their servants or under-raiyats (often the previous owner, now degraded). The new owners have no interest in the welfare of the village as a whole or in the preservation of the common lands.

Forest: the dangers of denudation.

Last year a very full account was given of the forests of Bihar and Orissa and their problems. The amount of forest under Government control is very small compared with most provinces. Altogether, under the direct charge of the Forest Department, there are only 2,800 square miles of which about 1,000 are only " protected " while the rest is " reserved ", but there are another 1,000 square miles of " protected " forests under the charge of civil officers. This is only 4½ per cent. of the total area of the province. In Bihar proper, there is practically no forest managed by Government, and in fact hardly any forest at all; but Orissa and Chota Nagpur are fairly well wooded and there are large areas under forest in the Feudatory States or in the possession of private owners. The latter are inclined to be reckless of the interests of themselves and their successors, to say nothing of those of the public at large, and usually allow trees to be cut down for what they will fetch without any provision for regeneration. In this way the plateaux of Chota Nagpur are fast becoming denuded with evil results. Not only does the cultivator find fuel, and wood for building, ploughs, etc., harder and harder

to get, but the soil on the uplands, no longer protected and usually cultivated only occasionally or not at all, is gradually washed away, leaving barren rock or laterite. At the same time, any fall of rain runs off all slopes immediately, with correspondingly less benefit to uplands, which it erodes, and is carried away rapidly to the plains, where it causes disastrous floods. Denudation seems to affect the climate, too, since large blocks of forest have the power of precipitating rain from clouds flying low over them.

The remedy.

The dangers of reckless cutting are obvious, but the remedy is not easy to see. Most of the forests are private property, and it is only justifiable to interfere with them in case of real necessity. The Forest Act already allows owners to make over their forests to Government for management, and some propaganda has been conducted to induce them to do so. But there has been little or no result, and proposals have been developed for the acquisition by Government of suitable blocks of private forests on the Ranchi plateau and in other parts of the Chota Nagpur Division.

Attitude of the department towards cultivators.

The department tends to be unpopular with the cultivator because he cannot understand its objects and resents the control imposed by official management. Left to himself, he would cut wood where and when he wanted it, graze his cattle and goats where he liked, burn down patches of jungle to cultivate a crop for one year and light fires regardless of their consequences. The department will allow the raiyat to graze cattle or cut wood only in particular places, often some way from his home. Indiscriminate grazing prevents natural regeneration, while fires not only destroy young saplings but even the big forest trees themselves. Wood must be cut in those areas which are ripe for exploitation and not where a young forest is growing up. In spite of these difficulties, restrictions are kept down to a minimum. During the year, only 27 per cent. of the reserved forests and 9 per cent. of protected forests, were totally closed to grazing in the interests of young forest growth, while 57 per cent. of the reserved forests and 76 per cent. of the protected forests were open to kine throughout the year. These figures speak for themselves. In addition to this, raiyats are given facilities for cutting fodder for their cattle even in areas totally reserved, but they rarely or never avail themselves of this privilege, and tons of valuable fodder are wasted annually.

Development work.

The forests are a public estate, which like most properties need development before they can be exploited. Much of the best wood goes to waste, because it is far from a railway and there are no roads or tramways to transport it to the market. Lack of buildings also makes it impossible to look after distant areas properly. Government are pursuing a regular programme of improvements in communications and housing, and money spent on these projects will soon repay itself. During the year, 20 miles of cart road were constructed and 58 miles aligned, while existing roads were repaired at a total cost of two-thirds of a lakh. Half a lakh was spent on new buildings and a quarter on repairs.

Forest utilization.

A special officer is now employed to find new markets for forest produce, although he also performs the duties of Silviculturist. Attempts are being made to find markets for some of the lesser known timbers such as *Terminalia tomentosa* and *arjuna*, *Anogeissus latifolia* and *Albizzia procera*, which are being tested for use as railway sleepers. The first named will also be tried for pit props, far too many of which now used in the local coal-fields, are imported from other provinces. Steps are being taken to increase the supply of Sabai grass, which is the chief indigenous material used for making paper in India by means of artificial propagation, while a scheme for establishing a paper factory to utilize the bamboos from Angul and the Feudatory States at Cuttack has been worked out in conjunction with the Industries Department and published. Several firms are interested in the scheme, which may lead to the establishment of an important industry. The department is also working in co-operation with the Indian Lac Research Institute at Ranchi in establishing brood farms for lac, and hopes, eventually, to make a good profit from them. During the year 150 acres were prepared for planting with lac hosts.

Casuarina plantation at Puri.

Ten years ago, land was acquired on the sea-shore at Puri, and by March 1925, 2,000 acres had been planted up with casuarina trees. Another 1,000 acres has been now added, and this will be completely planted in four years. Besides affording valuable protection from the drifting sand, this plantation will help to meet the increasing demand of the town of Puri for firewood. It seems probable that, as private forests disappear, Government will be compelled more and more to have recourse to reafforestation.

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Financial results.

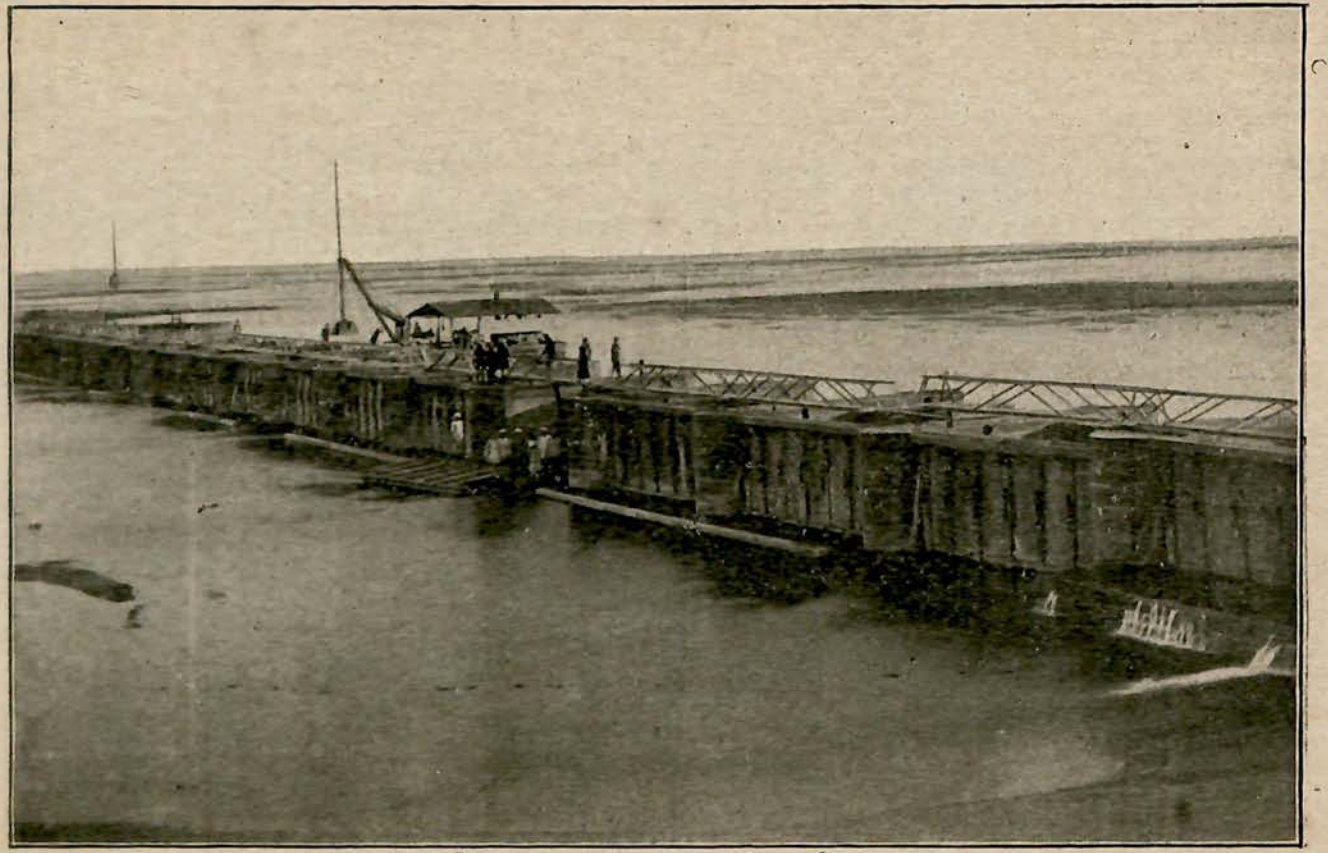
The net revenue for the year 1925-26 was Rs. 2,63,948, or 34 per cent. of the gross revenue realised. This excludes the value of the large quantity of forest produce granted free or at reduced rates to privileged raiyats.

Irrigation: Orissa canals.

There are four irrigation works in the province, but all of them are classed as unproductive. The Orissa and Son canals were both originally undertaken by companies. Work on the former commenced in 1863 and the project was taken over by Government in 1868. As completed, it consists of seven weirs with an aggregate length of 7½ miles and uses the water of the Mahanadi, the Brahmini, and the Baitarani rivers to irrigate portions of the Cuttack and Balasore districts. The scheme was too ambitious, and pays its working expenses and little more. Its failure has been due mainly to the high annual rainfall (60 inches) in the Mahanadi delta, a factor which was ignored by the projectors of the scheme. The demand for water has always been small and water rates have had to be kept very low. The result is that practically no interest has ever been paid on the capital outlay of 271 lakhs of rupees. In spite of this, the work has been justified. Before the construction of the canals Orissa, in between forest clad hills and the sea, and visited alternately by floods and drought, was always liable to acute famines. The great famine of 1865-66, which occurred before the canals were enough advanced to give relief, cost the lives of a million people as well as 150 lakhs in famine relief. Now there is a large area commanded by the canals upon which one crop can be saved or another raised in its place, while a still larger area is protected by embankments constructed in connection with the canal system. Complaints are now frequent of the sufferings of Orissa from floods, but the memories of the people are short. The floods, about which a word will be said later, do cause distress, but the condition of Orissa now is infinitely better than it was 60 years ago, and this is due almost entirely to the canals and their protective works.

The Son canals.

The proposal to use the water of the Son to irrigate portions of the districts of Gaya, Patna and Shahabad, was also first taken up by a company in 1865, but before construction was commenced, it was taken over by Government. The work was completed in the late seventies. The main weir at Dehri is only just short of 2½ miles long and is, so far as is known, the longest undivided weir in the



THE SONE ANICUT AT DEHRI.

world. The canals command a relatively narrow strip along the western boundaries of Gaya and Patna and a much larger portion of Shahabad. They have never irrigated nearly as large an area as was forecasted. Not only was the useful discharge of the river over-estimated, but the area which could be irrigated with a given volume of water, was placed too high. But though the project cost practically the same as the Orissa canals, it irrigates twice as great an area and brings in four times the gross revenue. It now pays, as a rule, 5 per cent. on the capital invested, exclusive of arrears of interest which amount to 197 lakhs, and last year paid over 6 per cent. In spite of the loss of interest in its earlier years, it must be classed as a successful financial venture. As the demand for water is so constant, attempts are being made to improve the supply by impounding the flow of minor streams. Detailed plans and estimates for a reservoir in the valley of the Khora river have been prepared, and now are under the consideration of Government.

Tribeni and Dhaka canals.

The Tribeni and Dhaka canals were undertaken as protective works, and it was never supposed they would be paying propositions. The Tribeni canal was constructed to irrigate a tract in the north of the Champaran district, which has a high normal rainfall, but in some years experiences almost complete failure and in others gets but a small proportion of its usual supply. It takes water from the Gandak river immediately below the Nepal boundary, and is peculiar in that it has no weir, as it was thought that the deep channel would always remain on the eastern side. This hope seems to be proving false and extensive training works might be necessary. Twice also since the completion of the system in 1914, severe floods have done considerable damage to it. Apart from the capital outlay, the cost of upkeep considerably exceeds the revenue derived, but as a protective work, the canal is valuable. The Dhaka canal is a minor work and cost 6 lakhs only. It irrigates a small area in the east of Champaran from the water of the river Lalbukaya, which is spanned by a weir near the Nepal boundary. The average area irrigated is 13,000 acres. Last year owing to relatively less rain, 14,629 acres were served and the nett income was Rs. 17,000.

Floods in Orissa.

The recurrence of floods in Orissa is one of the most difficult and complicated problems which confront the local Government. The beds of rivers have been raised by silt deposits, and the mouths or other outlets into the sea have been gradually contracted or

obstructed by similar deposits or the formation of sandbars. These are the two main causes of these recurring inundations of large tracts of country, and their combined effect is to raise the water in the rivers to so great a height, and for so long a time, as to cause serious breaches in the embankments. This problem, which has perplexed the engineers since the early days of the British administration, still awaits its final solution. In 1925-26, floods occurred in the Cuttack and Puri districts, and serious damage was done in the headquarters subdivision of the Puri district. Very early in the monsoon, in the first week of July, two successive floods swept down into the Cuttack and Puri districts, and continued to rise till the middle of the month, when the rivers gradually began to subside, but they immediately rose again and the floods did not recede till after the beginning of August. The local officers toured extensively in the affected areas of both districts, and cultivators were enabled to replant their rice lands by the aid of agriculturists loans. The Cuttack district did not, again, suffer any material damage from the subsequent floods of August and September, which were almost exclusively confined to the headquarters subdivision of the Puri district. These occurred on the 17th August, the 24th August and the 2nd September, and were the real cause of the final destruction of crops in that district. Heavy rain, which occurred on the Orissa coast, in October was not responsible for floods, and though it damaged a part of the early *rabi* crop, did more good than harm, because cultivators, whose rice crop had survived the floods of the preceding months, were thereby assured of a bumper crop.

Relief measures.

In this way, 744 villages in the eastern portion of the Puri district were seriously affected, and in some of these quite half the crops were destroyed. Fortunately the floods did not invade the village sites and the stocks of grain were saved. To relieve distress, Government distributed over two lakhs in the shape of agricultural loans and opened two centres for the distribution of gratuitous relief, for which a sum of Rs. 30,000 was available from the Bihar and Orissa Charitable Relief Fund and other sources. Orders were issued that interest might be remitted in cases, where, owing to successive floods, cultivators had taken two or more loans for planting their lands, and it was announced that proportionate suspensions of land revenue would be allowed to those landlords who suspended the rents of their tenants. The distress proved less than was anticipated, but some gratuitous relief had to be dispensed during the ensuing hot weather.

Permanent remedies.

It has already been pointed out that the condition of Orissa is now far better than it used to be. While it is difficult to devise any remedy which will protect the deltaic districts effectively from inundation, such measures, as gave any hope of good effect, have been undertaken. The enlargement of the month of the Kushbhadra river was commenced, and an experimental cut undertaken in the bar of sand separating the Chilka from the sea, in the hope of draining the flood water off more quickly. At the same time, a large embankment, known as the Nuna embankment, was reconstructed and other embankments were strengthened and repaired.

CHAPTER X.

Agriculture.

Importance of agriculture in Bihar and Orissa.

AGRICULTURE is by far the most important occupation in Bihar and Orissa, supporting as it does four-fifths of the total population. North Bihar with 87 per cent. of agriculturists, is the stronghold of agriculture, while Orissa, with only 69 per cent., relies least on this mode of livelihood. Apart from this, over 96 per cent. of the people live in villages, and it is true to say that the whole population, with but few exceptions, is really dependent on agriculture. A few words as to their habits will add force to this assertion. The vast majority of the people are vegetarians, whose diet consists of grain eked out with vegetables. Meat, if taken at all, is usually goat's meat or mutton or more rarely chicken, but if any non-vegetarian diet is taken it is usually fish. Many of those who can afford meat or fish are *bhagats*, that is, sworn vegetarians for religious or other reasons. In a detailed investigation undertaken into the lives and budgets of 4,000 families in Bihar, it was found that only 2.4 per cent. eat fish or meat regularly. Others took them on special occasions or in the cheap season, but less than 40 per cent. ever touched them. Curiously enough, the proportion of meat or fish eaters is much higher in North than in South Bihar. Most of the food consumed is produced in the province, and the production of their own food supply constitutes the main occupation of the people. They and those who make their living by attending to their needs, such as the priests, shop-keepers and lawyers, are virtually dependent on the character of the season.

The chief crops.

Rice is much the most important crop grown, occupying nearly 46 per cent. of the area actually cultivated (inclusive of the twice-cropped land). More than three-quarters of it occupies the land up to November or December; the rest is harvested earlier or is classified as *bhadai*. Wheat, barley, maize and gram are the next most important food crops and occupy about 20 per cent. of the area sown. Other food-grains, including pulses, together with fodder crops, account for another 20 per cent., and the rest is under oil-seeds, sugarcane, tobacco, spices, fruit and the like minor crops.

Jute is only of importance in Purnea, where it is sown on 10 per cent. of the land cultivated.

Character of the season.

The year that ended with March 1926 was, for one reason or another, unusually disappointing in every part of the province, except to the growers of jute who obtained a high price for a fair crop. Abnormally heavy rain in April and May gave promise of good *bhadai* crops in the eastern areas and of an unusually good crop of broadcasted paddy in Orissa and Chota Nagpur, but this was more than discounted by floods in Orissa, and drought in June in South Bihar and in September in Chota Nagpur. The late arrival of the monsoon in Bihar generally prejudiced both rice and *bhadai* crops, and the latter were not improved by the heavy rain of August and September in the important *bhadai* area of North Bihar. Deficient *hathiya* rain again reduced the area and marred the prospects of *rabi* crops. Sugarcane maintained its character as the safest crop in the province, but the price of *gur* which had been high for some years fell heavily at the end of the season.

Bhadai crops.

The *bhadai* or autumn crops were fair, except in Purnea and Palamau and in parts of Cuttack, Puri and Balasore, where some damage was done by floods. In parts of Chota Nagpur, the low rainfall in September reduced the outturn of the late *bhadai* crops; while in Orissa the heavy rainfall of October did some damage and delayed harvesting operations. The outturn per acre of the *bhadai* crops, including autumn rice and maize, was estimated at 83 per cent. on an area about 11 per cent. below normal.

Jute.

Rainfall was generally favourable to jute in the early part of the year, but drought in May and June retarded growth in Purnea. In Cuttack the crop was damaged by heavy rain and floods in July. The gross yield of the crop was estimated at 556,000 bales, against 489,200 bales, the revised final estimate of the previous year.

Late rice.

The weather conditions were unfavourable to the late rice crop either at the beginning or towards the end of the monsoon in almost every part of the province. The principal features were favourable pre-monsoon showers for the broadcast crop in the south of the province, followed by heavy rain and recurring floods which destroyed large areas of the crop in Orissa; a dry June in South Bihar and a late monsoon in the western half of the province; and finally shortage of rain in September in many districts, particularly

in Chota Nagpur, where there was some compensation in the shape of good rain in October. The *hathiya* rain was deficient also in West Bihar. Damage was done to crops by insect pests in some districts. The outturn of the crop per acre, on an area about seven per cent. below the normal, was estimated as 83 per cent., as against an average crop last year—an estimate which has been confirmed by the course of prices.

Sugarcane.

In spite of a deficiency of rainfall in July in parts of North Bihar and in Singhbhum in September, and of damage from floods in parts of Darbhanga, Cuttack, Puri and Palamau, the season was fairly good for cane, and the general condition of the crop was fair to good. The outturn of the crop for the province, as a whole, was estimated at 98 per cent. of the past ten years' average.

Spring or *rabi* crops.

Bihar is the chief *rabi*-growing tract, but *rabi* crops and vegetables are also important in Cuttack, and in some districts of Chota Nagpur. The weather conditions were on the whole unfavourable owing to insufficient rainfall, particularly in North Bihar, in the south of the Bhagalpur Division, and in Sambalpur. The outturn of the oilseed crops was estimated at 89 per cent. of the past ten years' average, of wheat at 85 per cent. and of other *rabi* at 93 per cent.

On the whole, harvests were fair and, except in Orissa where there were floods as described elsewhere, the condition of the people was satisfactory.

The improvement of agriculture.

In a province like Bihar and Orissa, one of the chief aims of Government must be to improve the lot of the cultivator. The efforts being made to provide him with education, medical relief, a public health organization, good communications and the like are described elsewhere. This chapter will be devoted to his cultivation, his cattle, and his finance. The three departments of Government which interest themselves in this side of his life are the Agricultural, the Veterinary and the Co-operative Departments. The Agricultural Department has had an unfortunate history in Bihar and Orissa. Bengal, with which the province was linked up till 1912, was one of the last to make any progress with scientific agriculture, and scarcely had the so-called second Partition become a reality and plans for a new organization been sanctioned, when the war broke out, and not only were no new experts forthcoming but most of those already employed had

sooner or later to be spared for foreign service. Then after peace had been made, just as a few recruits had been secured, the new Legislative Council, aware that little or nothing had been accomplished after so many years, and unable to comprehend the possibilities of scientific agriculture, adopted a hostile attitude towards the department and even managed to deprive it of some of the organization which it possessed. In spite of this, after a few years of silent work, the department has been able to convince many persons of its great potentialities for good; and a new era of expansion has begun.

The agricultural problem.

Before the organization and methods of the department can be described, a few words must be said as to the problems for solution. Bihar proper, where 21 out of 34 millions of the population live, is suffering from pressure of population. Although the people depend on agriculture, the density of population in the Tirhut Division is 790 per square mile and even in the Patna Division it is almost 500. The result is that with agriculture in its present condition, not only has food to be imported on the balance, but a large number of persons have to emigrate temporarily to Bengal to support themselves and to remit or bring back funds for their families. The coast districts of Orissa are in a not much better plight. Meanwhile the people tend to breed up to the level of subsistence. The permanent remedies are probably education and an increased standard of comfort which will, between them, result in a limitation of population, but alongside and accompanying these two influences there should, if possible, be increased productivity from the land. To ensure this result is the task of the Agricultural Department, to which it is now devoting its time. As already pointed out, far the most important crop is paddy but the profits derived from the cultivation can never be very great, even if the outturn can be considerably increased. A beginning has been made and the results are narrated below, but it seems probable that the greatest increase in the well-being of the people can be secured by improving the outturn of the more expensive food and non-food crops which they grow for profit, by introducing new crops of this kind and by grading up the cattle. Much can also be done by improving their instruments of cultivation and the facilities for irrigation. It is on all this work that the department, handicapped by the subdivision of holdings and the poverty and ignorance of the peasantry, is concentrating its energies, and a brief account will be given of progress under the various heads.

Organization.

The headquarters of the department are at Sabour, near Bhagalpur and not at Patna. Here the Director resides as also the Economic Botanist, the Agricultural Chemist and the Agricultural Engineer. The posts of Botanist and Chemist have not been filled since the war, and the work connected with them is being carried on under the supervision of the Director by their former assistants. The province is divided up into four main ranges, North Bihar, South Bihar, Chota Nagpur and Orissa, with a chief farm in each under the charge of a Deputy Director assisted by an Assistant Director, so far as they are yet available. As the chief farms in the North and South Bihar ranges lie rather to the west, and the areas are too large for single Deputy Directors to supervise, the eastern parts of these two ranges have been placed under the control of Assistant Directors responsible directly to the Director, and stationed at Purnea and Sabour respectively; while the Sabour Farm itself is managed by a third Assistant Director on probation, also immediately under the Director. There is further a farm at Purnea managed by the trustees of a local fund under the advice of the Assistant Director. In addition to the five chief farms, small farms for local experiments, demonstration and seed production are being opened in each subdivision of the province as fast as staff can be trained. These farms are the basis of the demonstration of improved varieties and manures for these areas, and work in close touch with co-operative central banks and societies, through which it is easiest to approach the cultivators themselves. The organization for cattle-breeding and dairying and well-boring, etc., is described later. The department is heavily handicapped at present by the size of the ranges and shortage of staff, especially in the superior grades. Every advance depends on careful research and trials on the main farms, and if the time of the superior officers engaged on this work is taken up with touring, demonstration and the supervision of small farms, sound progress cannot be expected. As the number of small farms increases, it will probably be found essential that the number of ranges should be increased.

Rice.

The improvements so far recommended in cultivation are mainly the cultivation of improved or new varieties and the use of new manures. The first step in the case of rice was to collect every kind of seed sown in the area and make a careful trial by the pure line method of every promising type. This has so far been carried out in Orissa, Chota Nagpur and Bhagalpur, and in each of these areas varieties specially suited to local conditions have been

isolated, multiplied and distributed. The most interesting example is the *Dahia* paddy isolated at Sabour. This is suited for lands where the crop ripens early in the cold weather and is liable to drought if the late September rains fail, as they often do. This variety, under average conditions, gives an increased outturn over others generally grown which may vary from 10 to 20 per cent. and is now established over a large area and spreading fast. In the Orissa delta large areas of rice land have been greatly benefited by the introduction of *dhaincha (sesbania aculeata)* sown broadcast with the rice as a green manure, and this is now become part of the ordinary agricultural practice in the Cuttack district. In South Bhagalpur, when combined with phosphatic manures, it also has a wonderful effect, provided the rains are not too late to admit of its being sown in good time.

Sugarcane.

Sugarcane is one of the most valuable and profitable, as well as the safest of the crops grown by the cultivators of Bihar and Orissa, and taken all round, is certainly of the greatest importance to them. Sugarcane does not produce seed in northern India, and the efforts of the department have been chiefly devoted to the testing of new seedling canes, bred at Coimbatore in Madras and their introduction into the areas of the province most suitable for each. This discrimination is of the highest importance because a variety that does well in one district sometimes fails in the next. This is well exemplified in the cane known as Co. 213, which gives wonderful crops in most of North Bihar, but has failed completely in Saran district, where another variety, Co. 210, does well. The department grows sets of these Coimbatore varieties on its farms for distribution, and in North Bihar works in co-operation with the Sugar Bureau. It also recommends the use of sulphate of ammonia for this crop in most areas, and demonstrates the advantage of good drainage. Good reports of the results thus achieved are received from all over the province, and it is pleasing to note that the small farms in particular are justifying their existence with this crop.

Groundnuts.

Groundnuts are a new crop in this part of India. After exhaustive trials two varieties, suitable to sandy and stiffer soils, respectively, were isolated and multiplied for distribution. The crop is of great value in Chota Nagpur, where a special erect variety thrives on the uplands which hitherto have not produced anything of great economic value, and the nuts are much appreciated by the aboriginals

both for their oil and as food. In South Bihar a spreading variety of groundnut flourishes in sandy and worthless lands, which produce little or nothing else. In both areas, and particularly the latter, it has been found that the application of 100 lbs. or so of gypsum greatly increases the yields and the department, working with the Co-operative Department, is gradually organizing the commercial supply of this mineral from Rajputana. Groundnuts seem particularly liable to the devastations of jackals and monkeys, but as the area increases the damage done on the average will be less.

Jute.

Jute is only of importance in Purnea, where it occupies over 250,000 acres, though a little is grown in Cuttack. The department so far has merely exploited the work of the Bengal Agricultural Department, and has been able to demonstrate conclusively the superiority, as regards yield, of the " green olitorious " variety selected in Bengal.

Other crops and manures.

A gram selected originally at Sabour has done well throughout South Bihar and is much in demand. Wonderful results have been obtained with potatoes and onions from the use of ammonium sulpliate. On the whole, it looks as though the introduction of new manures, and especially chemical fertilisers, will be of as great benefit to the cultivator as anything the Agricultural Department can do. Much of the goodness of the soil leaves the province annually with the huge quantities of linseed and old bones which are exported, while most of the droppings of the cattle are burnt as fuel instead of remaining on the land. The soil is thus fairly generally exhausted and, in addition to this, there is a serious deficiency of phosphates over most of Bihar and particularly in the south. This has been proved conclusively by a survey instituted by the Agricultural Chemist before he left India and completed by his assistant, and receives further confirmation from the good results obtained from the application of phosphates along with *dhaincha*. Again, sulphur, in some form or other, has been shown to have a great effect both in Chota Nagpur and South Bihar, and the use of gypsum (calcium sulphate) which can be procured from Bikanir cheaply in bulk is spreading fast, so much so that it is no longer possible for the Agricultural Department to arrange for supplies to the individual users. As a first step towards putting the supply on a commercial basis, Government have made interest-free loans to seven central co-operative banks to construct godowns, and have given them a subsidy of Rs. 40 a month for two years so that they can employ special subordinates to supervise the supply

of seed and manure to members of societies. But the most interesting development is the starting by a Calcutta firm of organized propaganda to popularise the artificial manures, of which the chemical trade is now placing a wide selection on the market. This propaganda is based on depôts in the principal towns at which manures can be bought in sealed bags or tins. There seems little doubt that, if a system can thus be built up by which the cultivator can be certain of securing pure fertilisers at prices which compare as favourably with those of agricultural products as at present, a very large demand will spring up to the great advantage of both parties.

Summary of the department's work on crops.

It will be obvious that all the success so far obtained is due to the accurate testing of selected manures and varieties of crops by field experiments on farms. This postulates a training and long practical experience in the staff, and the officers in charge should have the best brains which can be attracted to this work. Fewer men at the top and fewer main farms, not only mean slower progress but after a certain stage will, owing to the increase of routine work, make any further progress at all difficult and uncertain. The sum spent on the Agricultural Department alone* is less than 6½ lakhs a year, or little more than one per cent. of the provincial expenditure. This is a paltry sum to spend on trying to improve the means of livelihood, direct or indirect, of practically the whole population of the province.

Well-boring and engineering branch.

Another important branch of work is the increase of the outturn of the soil by improved supplies of water and drainage. In a great part of the province it has been found that at certain seasons of the year the crops suffer quite as much from an excess of water as they do at others from drought. Sugarcane in particular is often grown in land which is water-logged for part of the year and suffers accordingly. The department has been able to show that by a cheap but efficient system of drainage, the average outturn of cane can be increased to a surprising extent, and this is being demonstrated on the small farms and in the fields of cultivators where possible. This method of drainage, coupled with a system of *bandhs* or banks on the higher levels in Chota Nagpur, enables the better class of paddy to be grown on the lands

*The main head "Agriculture" in the budget includes the money spent on the Veterinary and Co-operative Departments.

now exposed to drought, while the bottoms can be used for sugar-cane and vegetables. But in the alluvial lands, which form the greater part of the province, the most general benefit can be secured from putting 3-inch tubes into existing percolation wells so as to tap water from the lower strata. The demand for these borings has become so widespread that it was necessary during the year to reorganize the well-boring branch by dividing the province into three circles under supervisors and appointing an assistant engineer. A plant for making large borings with strainer tubes was obtained in order to meet the many requests from landowners and others for large supplies of water for their gardens or fields. The department is also busily engaged at Sabour in developing and manufacturing the *rahát* pump or iron Persian wheel, which is in increasing demand among cultivators for irrigation from wells the flow of which is too small to feed a pump driven by power.

Cattle-breeding.

In Bihar and Orissa, there are more than twenty-one million cattle. Bullocks and buffaloes are the sole means of ploughing the land, and away from the railway, still form practically the only means of transport. Apart from any question of milk supply, the importance of the cattle problem to the province cannot be exaggerated. It is generally admitted that one of the causes of the bad preparation of land which results in inferior crops is the smallness and weakness of the plough cattle, while the poor average milk production of the cows makes them more of a burden than a source of profit to the country. Hitherto, such useful work as the department has accomplished has been in the direction of improving the type of cow used for dairies in or near towns. Dairy herds have been maintained at Ranchi and Sabour and a new farm has been started at Monghyr, near all of which places the local demand for milk makes the upkeep of a herd profitable; there is also a good demand for the bulls so produced. But, since the Agricultural Committee caused the practical disbandment of the herd at Sepaya, where attempts were being made to improve the draught cattle of the province, little has been done to improve the type of animal which the great mass of the people require. Early in 1925, Government appointed a small expert committee to report on what further steps were required, and the orders passed on its two reports are reproduced in Appendix V. Generally speaking, the committee approved what was being done, but recommended that a herd of buffaloes should be established at Sepaya. It pointed out that while there were a number of good bullocks in the province, the breeding and maintenance of cattle generally was made more expensive by the small yield of milk from

the average cow, and recommended that, taking a satisfactory type of local draught animal as a basis, breeding should be carried out with the object of improving the yield of milk. In this way a satisfactory dual purpose animal might be evolved.

The Veterinary Department and cattle-breeding.

Government accepted the main recommendations of the committee and are establishing a buffalo herd at Sepaya and a large cattle-breeding farm at Patna. They are also contemplating a second herd to carry out the same policy for Orissa at the Cuttack farm. The farm at Patna, will be under the management of the Veterinary Department, which thus again becomes directly concerned with cattle-breeding. This farm is to have all the modern apparatus for dairying work and will send its surplus milk for sale to Calcutta. In this way it will be possible to give young men a training in dairying and prove whether it would be a paying proposition for private or co-operative enterprise to send pasteurised milk to urban markets over long distances. A good supply of pure milk to Calcutta by rail would be a very popular, as well as a sound, economic development.

The Veterinary College.

It is also proposed to establish a Veterinary College at Patna alongside the new farm. Hitherto all the subordinate staff required for veterinary work has been trained at the Belgachia College in Calcutta. Not only is it difficult to get young men to go there, but investigation shows that a college at Patna could be maintained for little more than the contribution made to the Government of Bengal towards Belgachia. The indirect advantage of a college at Patna will be great, since more superior officers will be available and the research work on animal diseases, so much needed, can be carried out on the spot. The presence of the new farm will enable the students to receive a training in animal husbandry and dairying, such as they could not obtain in any other college in India. On consideration of all these advantages, a scheme has been prepared and will be carried into effect if funds are voted.

Organization of the department.

This department never suffered from the wave of unpopularity and distrust which so affected the development of agriculture. If one is to judge from the questions and resolutions tabled in the Legislative Council, its work has always been appreciated and the local bodies, in co-operation with which veterinary relief is administered, are constantly demanding fresh subordinates. In its early years, the department met with much

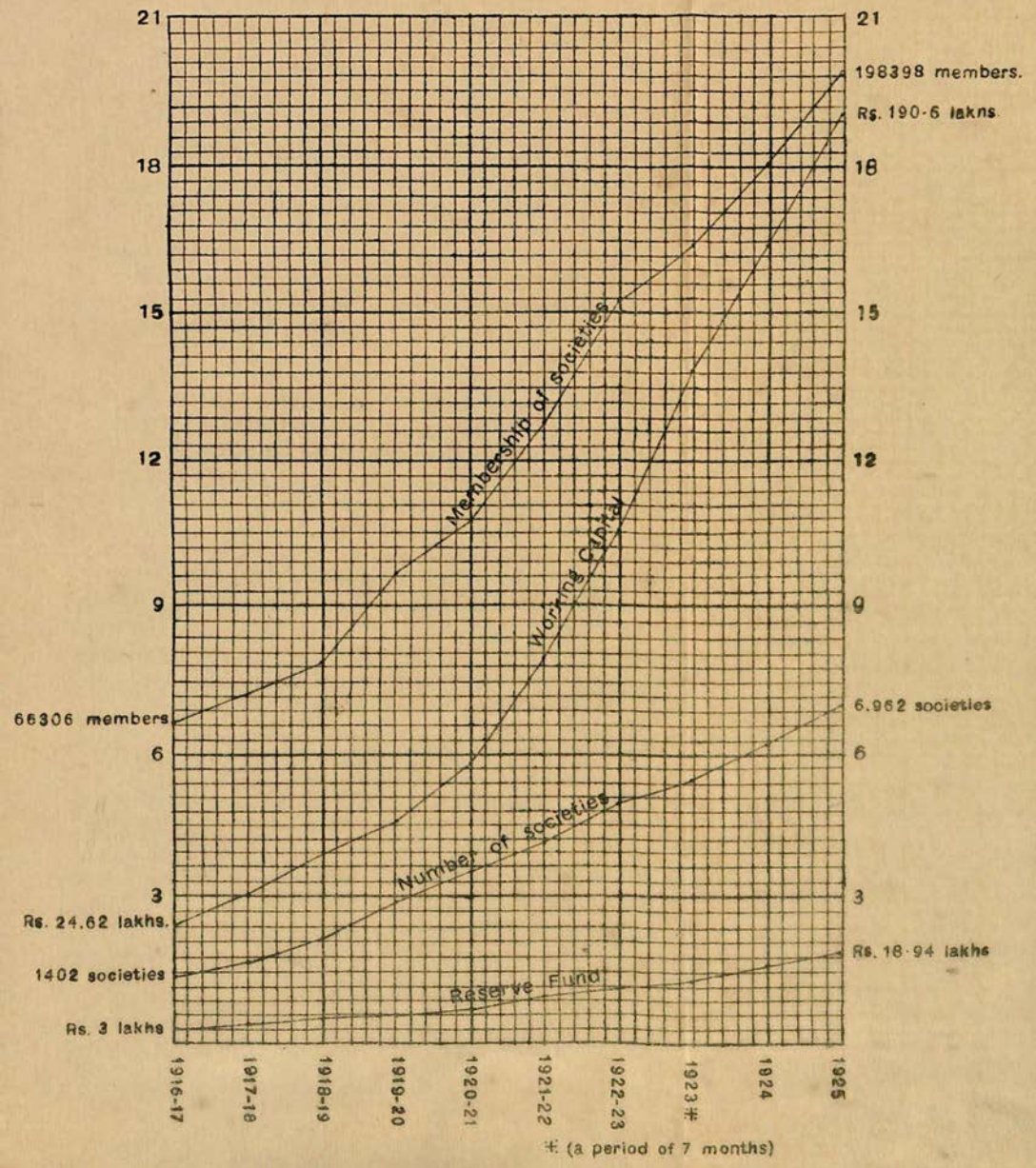
resistance, because of the prejudice among Hindus against shedding even a few drops of blood of the sacred animal in the process of inoculation, but this has been overcome with the assistance of the leading pandits of the province, who have pronounced it not only not a crime but a duty to save life. Experience of the efficacy of inoculation, as a means of checking the spread of epidemics and the powerful advocacy of co-operative central banks have completed the conversion of the peasantry, and the help of the department is now eagerly sought and gratefully received. The province is now divided into three ranges, one under the Director himself and the others under his two deputies. Each should have an assistant director and an inspector for every ten veterinary assistant. There are also staff, reserve and laboratory assistants (as each range has a small laboratory), all of whom, along with the superior staff, are a direct charge on Government. The veterinary assistants, of whom there were 112 at the end of the year, work under and are paid by the boards. Twenty-six were attached to hospitals, and for these Government gives a grant of one-sixth of their pay; the other 83 were mainly employed for touring work. Government undertake to bear half the cost of the pay of two touring assistants for each subdivision, and as there are 63 subdivisions there are still some short; but many of the district boards are genuinely unable to afford to do more than they do at present. The department suffers somewhat from lack of superior staff, especially as there is no leave reserve, but a native of the province was sent to England for training in 1923 with a State scholarship and another will be sent on his return.

Work of the department.

During the year, 6,408 outbreaks of contagious disease were reported and 4,912 were attended by the staff. Of the 116,872 animals affected, 82,459 only suffered from foot-and-mouth disease. The chief causes of mortality are rinderpest and hæmorrhagic septicæmia. Out of 16,275 deaths in these epidemics, 10,384 were from rinderpest and 4,988 from the latter disease. Were these diseases not checked, the mortality would be far greater than it is. The method employed is temporary immunisation of the cattle not yet affected by means of inoculation. Inoculation against rinderpest was effected on 107,541 cattle in 721 outbreaks, and only 438 cattle so treated, or 4 per cent., died of the disease. In the same way, 54,806 cattle were protected against hæmorrhagic septicæmia and only 38, or .06 per cent., died. As the cattle chosen for inoculation are those directly exposed to infection, it is obvious that outbreaks are rapidly checked by this method. If reports were sent in

PROGRESS OF THE CO-OPERATIVE MOVEMENT

(The figures relate to primary societies only.)



immediately the first case occurred and the staff could attend all outbreaks promptly, these deadly diseases could be kept under more or less effective control. As it is, in spite of better reporting the number of recorded outbreaks and deaths has decreased during the last two years, and there seems some hope that the department is gradually getting the upperhand.

Scientific work and research.

The provision of laboratories in each range has done much to help the rapid diagnosis of disease and to encourage the staff to adopt scientific methods. In a few cases, special enquiries and investigations were undertaken, but until a larger laboratory and more superior staff is available, nothing much can be effected. The establishment of the Veterinary College will remove this much-felt want.

The importance of the co-operative movement.

Although there are a few urban and industrial societies in the province, the co-operative movement owes its chief importance to its organization of the agricultural interests. Not only does it provide funds for cultivation at relatively cheap rates, but it is teaching the rural population to combine for their joint benefit. In all countries the inhabitants of rural districts tend to be at a disadvantage compared with those who live in towns; and in particular in the face of organized trade and commerce. The co-operative organization not only enables them to hold their own and work for their moral uplift, but it provides for those who have their interest at heart a means of getting into touch with them and affording them assistance. Everywhere it has led to the extension of scientific agriculture, the provision of good seed and pure fertilisers at moderate prices and the disposal of agricultural produce to better advantage. Nowhere is such an organization more required than in India, and hardly anywhere is it more difficult to build up owing to illiteracy, ignorance and bad communications. Bihar and Orissa suffers from these disadvantages as much as any other part of the country.

Progress.

In the face of these difficulties, an organization has been brought into being, which, in spite of its defects, compares not unfavourably with others. Before January 1926, there were 59 central banking unions, including an apex bank called the Bihar and Orissa Provincial Co-operative Bank, 199 guarantee unions and 6,962 primary societies, of which no fewer than 6,608 were agricultural societies. number of members of primary societies was nearly 200,000, which This makes clear the extent to which this is a rural movement. The number of members of primary societies was nearly 200,000, which

means that quite a million people are affected by the organization. The working capital of the scoieties, which is nearly all given out in loans to the members, was rather less than two crores of rupees and the reserves stood at nearly 19 lakhs. These societies, as well as the central banks and unions, are all members of the Federation which, under the guidance of the Registrar and his staff, undertakes the audit of primary societies and works generally for the good of the movement.

These figures give some idea of the position which has been achieved in about 20 years and of what may be in store in the future. But all hope of sound progress depends on the maintenance of sound methods and the education of the members to a due sense of responsibility. Although the movement in Bihar and Orissa has so far avoided the state of prostration into which it has fallen elsewhere, there are not wanting signs to cause anxiety. Some of the central banks show evident marks of deterioration, either being unable to collect their dues or being torn by internal dissension. Lack of supervision has led to embezzlement by the staff and losses from over-financing societies. In one or two areas, mismanagement or undue optimism had allowed large sums to be advanced for quasi-commercial ventures in which relatively large sums have been lost very quickly from reckless trading or even downright dishonesty. In this way the share capital and reserves which have been laboriously built up by the members of village societies after years of patience have vanished either in whole or part. These cases caused Government to make special inquiries into the history and condition of all societies for supply and sale, and to pass orders that no more societies for the sale of ordinary country produce or the supply of the necessities of life in rural areas should be registered at present without special reference to Government in each case. In the case of urban stores, which have failed mainly owing to the fatal ease with which they were able to obtain large credits from central societies, no loans or deposits from outside will be allowed in future, except by the special orders of the Registrar, and they will have to work on their own capital and members' deposits. It must not be supposed that these remarks apply to the majority or even to many of the central societies. Only 11 out of 59 central banks are pilloried by the Registrar in his report, though the collection of dues was below 50 per cent. in 15, and in most of these the state of affairs is not yet serious. The general percentage of collections rose from 57 to 63, and the working of the other banks was described as satisfactory, some of them being in an excellent condition.

Primary societies and guarantee unions.

The stability of the movement really depends on the state of the village societies. If they are good, the foundations of the pyramid are sound; if not, it is built on sand. Any evidence of deterioration is a cause for great anxiety and this year there were some signs of ill-health. Each year the societies are classed, at audit, as either A (model), B (good), C (average), D (bad) and E (hopeless). This year the percentages were " A " 5 per cent., " B " 15 per cent., " C " 68 per-cent., " D " 10.3 per cent. and " E " 1.7 per cent. For the last two years, these percentages, though not bad in themselves in the face of the illiteracy and ignorance of the members, have shown a trend downwards. In addition to this, the percentage of collection to demand remained at last year's rather low figure of 57 per cent. These figures, and the condition of some of the central societies, make it evident that an energetic campaign for betterment is required, particularly in certain areas. Fortunately, there seems to be one way at least by which improvement may be achieved and that is by the organization of more guarantee unions. At present only 26 per cent. of the whole number of societies are affiliated to these unions, but the classification of these is " A " societies 10 per cent., " B " 24 per cent., " C " 61 per cent., " D " 5 per cent. and "E" only .04 per cent. Their figures are much above the average, though still again a little worse than last year, and it is clear that the formation of these unions, which regularly inspect their constituent societies, almost always leads to improvement in them. It is possible that the societies have suffered somewhat from the superior staff provided by Government being too small in face of the rapid expansion of the movement, but a Deputy Registrar has now been appointed in semi-independent charge of Chota Nagpur and Orissa, and the province has been split up into nine circles each in charge of an Assistant Registrar in the Bihar and Orissa Executive Service. A Chief Auditor has been retained at Government expense, while the Federation has appointed a Development Officer for propaganda and literary work. This extra staff ought to be able to effect an improvement in the near future.

Agricultural and other activities of societies.

It is impossible to describe all the various activities of the movement. Its work extends to almost every financial, economic and social sphere. It discourages litigation and effects the settlement of many of the disputes which would otherwise go to the courts. It is a powerful means of improving the social and financial conditions of the

depressed classes, like fishermen and scavengers, and gentlemen of philanthropical tendencies use it to accomplish a good deal of what is really missionary work. It is used by the Public Health and Veterinary Departments to get into touch with the masses, while the central societies assist primary education. But it is in the shape of agriculture that the department has the greatest potentialities for good and has indeed already accomplished much. The Registrar's report contains detailed information of what is being done. For instance, 18 central banks were engaged in extending the cultivation of groundnut and 15 helped to introduce the cultivation of Coimbatore canes among their members. *Dahia* paddy was cultivated in 17 areas. One bank bought 20 improved ploughs and lent them free to members. The action of others in supplying manures has already been mentioned. Altogether the importance of this organization to the province is manifest, and no method of extending it and keeping it in good order ought to be neglected.

CHAPTER XI.

Commerce and Industry.

Industrial statistics.

OUT of 34 million inhabitants in Bihar and Orissa, exclusive of the Feudatory States, about 2½ million were returned in 1921, as supported by industry, and 1½ million, as supported by commerce. These categories include the village artisan and shopkeeper. A special census was held of those employed in industrial establishments, containing 10 or more persons, and only 219,974, or .6 per cent. of the population, were so returned, while the number of such establishments was 1,086. Of these, mines (488) accounted for 127,178, of whom 103,345 were working in 380 collieries, and 12,840 in 92 mica mines. There were 111 lac factories, 33 saltpetre refineries, 20 oilmills and 99 establishments " engaged in the production of food ", of which the most numerous and important were sugar factories. The largest single establishment was the Tata Iron and Steel Company's work at Jamshedpur, which, at that time, directly employed 25,699 persons, and next to it, the workshops of the East Indian Railway at Jamalpur, near Monghyr, with 11,527 hands. The province contains no commercial centre of great importance, and no town, in Bihar and Orissa, is mentioned in the list of the 25 chief centres of commerce given in the " Hand Book of Commercial Information " published by the Government of India. There are two very important industrial centres, viz. Jamshedpur and the Jharia coalfield, but the province suffers very much from possessing no industrial or commercial capital. Patna used to be a distributing centre of some importance, but its *entrepot* trade was finally killed by the great war, and it is of no more importance, as a trade centre, than Darbhanga and Bhagalpur. As pointed out elsewhere, all railways are primarily designed to feed the great port of Calcutta, and do not serve Bihar and Orissa as a unit.

Production of articles of commercial importance other than food-grains: coal.

Next to the handloom industry, which is mentioned later, coal-mining is probably the largest single industry, and it is certainly the most important organized industry in the province. The map at the end of the book shows the position of the chief coalfields. The total output of coal for Bihar and Orissa during

1925 was just under 14 million tons, and this forms 70 per cent. of the total output for India. This tonnage was slightly less than last year. Most of it, viz. over 10½ million tons, was raised in the Jharia field but the Bokaro and Giridih produced 1½ and ¾ of a million tons respectively, and the Karanpura fields are being rapidly developed, while the new Talcher field only awaited the completion of the railway. The market remained bad and the industry was depressed. No fewer than 55 collieries were closed down during the year, and only 480 were being worked at the close, but most of those shut down, were small mines producing inferior grades of coal. The industry is trying to adapt itself to the lower range of prices, and one of the methods most favoured is the introduction of mechanical coal-cutters. The Jharia field is the most advanced in India and had 64 such machines in operation by the end of the year. The proportion of coal got by this method is now 15 per cent. as against 9 per cent. in 1924. The number of hours worked weekly was 47 in the Jharia field, during which a miner could earn 4 rupees. The figures for Giridih were 4½ rupees for 48 hours.

Iron and steel: and subsidiary industries.

Bihar and Orissa contains the only large steel-making firm in India, and produces all the iron-ore used by it and in the blast furnaces on the borders of the province. The output of iron-ore for 1925 was, 1,434,000 tons out of 1,544,578, produced in India. Nearly a million tons came from the Feudatory State of Mayurbhanj, and the rest from Singhbhum. The Tata Iron and Steel Company, in 1925-26, produced 573,196 tons of pig-iron, 470,557 tons of steel and 138,969 tons of rails and beams. The production of pig-iron was much the same as the previous year, but that of steel showed an advance of about 30 per cent. The Tinplate Company of India, also situated at Jamshedpur, produced 30,000 tons of plates in 1925, though it was still not working at a profit, while the Indian Cable Company laid down new plant and was busy in spite of competition. The other companies at Jamshedpur were mostly in difficulties and one or two closed down.

Mica and copper.

The Bihar mica belt, in the three districts of Hazaribagh, Monghyr and Gaya, is the most important source of mica in the world and produces most of that mined in India. In 1925, it was said to have supplied 30,000 cwts. out of 46,000 mined in British India, but these figures are probably incomplete as the total exports were nearly 100,000 cwts. or more than double the reported production. The demand during the year was strong, and prices were favourable for splittings, though not for block. Shipments were 98,500 cwts.

or 28 per cent. above the previous year. In this field miners work 54 hours a week, mostly in open quarries, and earn, on the average 5¼ rupees during the period. A new method of working mica, which promises to yield good results, has been introduced into the Bihar belt.

No copper-ore was produced during the year but the province contains the only known source of copper of importance, except such as is produced from the Bawdwin mines in Burma. The Rakha mines in Singhbhum are now closed down, but development operations are in progress at Musaboni in the same district, and ore reserves of nearly half a million tons have been proved. It is hoped soon to erect a smelter and concentrating plant.

Lac.

Up till recently, India had a practical monopoly of the production of lac, and about half of her total production came from Chota Nagpur and the adjoining districts of Bihar and Orissa. Lac is usually made up into the form of shellac, and there are a number of large and small shellac factories in the province. The chief centres of manufacture are the Manbhum and Ranchi districts, but Hazaribagh, Palamau, Gaya and the Santal Parganas also produce shellac. In 1925-26 prices ruled lower and, although there was an increase of 27 per cent. in the total exports of shellac, they declined in value by 8 per cent. The development of manufacture abroad, which is indicated by a sudden rise of exports of stick lac, accompanied by a fall in prices, caused some anxiety and a few factories closed down, causing some unemployment.

Sugar.

Bihar and Orissa is the chief seat of the modern sugar industry in India. In 1925-26, out of 23 factories making sugar direct from the cane and actually at work, 10 were situated in Bihar and Orissa and 9 in the United Provinces. Nine million maunds of cane were crushed in the province and nearly 23,000 tons of white sugar produced. This was an increase of over 60 per cent. compared with 1924-25. The province is already benefitting from the new types of cane cultivated and the average yield of sugar, in proportion to cane, continues to increase. It is now over 8 per cent. for India as a whole. A large quantity of white sugar is also refined from *gur* in Bihar and Orissa, but statistics for 1925-26 are not yet available.

Linseed and rapeseed.

Oilseeds are not of such importance in Bihar and Orissa as in some other provinces. The most important is linseed, in respect of which the province ranks second in India. The latest figures available

show an export of about 160,000 tons for one year. Practically all this goes abroad, and the price obtained depends on the foreign demand. This was smaller in 1925-26 by 17 per cent., and prices fell considerably towards the end of the year, when the Calcutta quotation was Rs. 7-2 a maund. The next most important oil-seeds are rape and mustard, but nearly all of these are crushed and the oil consumed in the province.

Hides and skins.

While the tanning industry has developed since the war, this has been of little or no benefit to this province which exports nearly all its hides and skins undressed. Bihar and Orissa has suffered from the great falling off in the kip trade to which it largely contributed. The export of buffalo hides was still less than a quarter of the pre-war average, and that of cow hides little more than half, and for various reasons there seems little hope of the demand improving at present. Not only are many of the hides, which before the war brought a good deal of money into the province, unsaleable, but prices in rupees are much lower, cow hides by 30 per cent. and buffalo hides by nearly 50 per cent. This has caused great loss to the province. On the other hand, goat skins during the last quarter of the year were selling at nearly 50 per cent. in advance of 1913-14 prices and as Bihar and Orissa is greatly interested in this trade, corresponding advantage was reaped. There are three or four small tanneries working in the province and two of these which are situated in Cuttack are reported to have had a good year.

Myrobalans and indigo.

Myrobalans, which form over 80 per cent. of the dyeing and tanning substances shipped from India, interest Bihar and Orissa to a certain extent, but the forests produce large supplies which are not fully exploited. Shipments were lower than for any year since 1918-19 and value also fell.

Indigo used to be an important crop in Bihar, not so much for the area occupied, as for its value, but owing to the competition of the synthetic dye, the trade was in a moribund condition at the outbreak of the war. The war gave it a momentary fillip, but it is now in as bad a condition as ever, most factories having taken to sugarcane cultivation in its place. Bihar used to contribute most of the indigo for the export trade, and in the last pre-war year sent 8,752 out of 10,939 cwts. shipped, although cultivating only a quarter of the area under this crop. In 1925-26, the total exports were only 2,000 cwts., while the Bihar crop was estimated at 2,700 cwts. Only 19,000 acres were cultivated and the industry is rapidly dying out.

Tobacco.

Bihar is one of the principal tobacco-producing areas in India, ranking about equal third with Burma with 117,000 acres against 287,000 in Bengal and 220,000 in Madras. So far as can be traced, little of her tobacco is exported and most of it is used for chewing, snuff and country cigarettes (*biris*) in India. Some of it is made up into cheap cigarettes at the factory of the Peninsular Tobacco Company at Monghyr, which employs nearly 3,000 hands and is one of the largest in the world. Prices during 1925-26 ruled much the same as the previous year. There are also a number of small factories producing *biris* in South Bihar, Chota Nagpur and Orissa and as new ones continue to be established the industry appears to be flourishing.

Saltpetre.

Up till the year 1860 India enjoyed a monopoly in the saltpetre trade, and Bihar was one of the principal sources of supply. Now owing to the development of the nitrate deposits of South America and German potash the demand has fallen off. Shipments again declined in 1925-26, and were only 134,000 cwts. against 163,000 last year and 260,000 in 1913-14. Bihar's share has fallen off more than proportionately as compared with the United Provinces and the Punjab, and the last named now provides the bulk of the exports. Separate figures for 1925-26 are not available, since Government no longer control manufacture, but the trade is becoming unimportant.

Lime, cement, etc.

The province has good supplies of limestone and in 1925 ranked next after the United Provinces with an output of 921,981 against 1,205,509 tons. The total output for India was only 3,108,710 tons. There is also a large cement factory known as the Sone Valley Portland Cement Company at Japla in the north of the Palamau district. This concern is reported to be doing well, and during the year usually exceeded its designed monthly output of 12,000 tons. It employed 378 hands on the average.

Factory inspection.

There were 242 factories on the register. Thirty-five new factories were opened, of which 13 were rice mills, and 13 were closed, of which 9 were indigo factories. Out of 73,141 operatives, 6,660 were women and only 983 children. The employment of children is decreasing, as the number was 2,295 in 1923 and 1,821 in 1924. The number of accidents in 1925 at the Tata Iron and Steel Works was exceptionally high, and these works add greatly to the responsibility of the Chief Inspector of Factories.

Ports.

The province possesses no port of any size. Of four places of call, Puri is an open roadstead and False Point little better, while Balasore, of great importance in the 18th century, is now silted up. The only centre of trade now is Chandbali, more than 20 miles up the river Dhamra. This is visited regularly by small coasting steamers running to and from Calcutta or exporting rice to Colombo and the south. The total trade for Orissa for the year 1925-26 was valued at about 40 lakhs against from 65 to 70 lakhs two and three years previously. Imports were practically all from Calcutta and consisted chiefly of kerosine oil, gunnies, salt and cotton twist. Exports were almost confined to three commodities rice and paddy (16 lakhs) and raw jute (5 lakhs) out of a total of 28 lakhs. A new survey of the river approaches to Chandbali has been undertaken.

Industries Department.

Since 1920, Government have maintained a separate department, the main duties of which are to develop industries and to control industrial and technical education. The latter has been discussed in the appropriate chapter, but a brief description of the other activities of the department is needed. Its chief aim is to act in an advisory capacity to small capitalists and to improve and develop cottage industries. Its two main branches are the textile and engineering sections. Besides this, there is a Chemical Advisor who is able to assist applicants in matters requiring knowledge of chemistry, a labour and intelligence bureau, and a small fishery section.

The handloom industry.

After agriculture, handloom weaving is the most important industry in the province. The last census shows that there were 165,592 handlooms at work in the province and of these 131,000 were in British India. As the women and children of weavers are all engaged in the subsidiary processes, these looms must not only more or less support, but actually employ nearly half a million people. In fact, the return for workers and dependants under the head "Textiles" in the census table of occupations is 483,811. There are no power mills in Bihar and Orissa, and as the latest statistics show that on the average 20 million pounds of cotton yarn is imported annually, it is calculated that it is woven on the handlooms into cloth worth nearly 5 crores of rupees. In 1920 it was calculated that one-sixth of the cloth worn by the people in the whole province was hand woven, and the proportion was much higher in Chota Nagpur and Orissa, where it was one-half and three-quarters respectively. The districts with the largest number of looms are

the Santal Parganas (18,835), Cuttack (12,695), Sambalpur (11,602) and Ranchi (11,011). There is also an important silk weaving centre at Bhagalpur.

Work of the textile branch: cotton weaving.

One of the first acts of the new department was to try to assist this important industry, and a strong organization has now been built under the textile expert. The province is divided into ten circles, each under a weaving demonstrator, whose party is based on the Cottage Industries Institute at Patna. These parties are introducing fly-shuttle sleys in place of the old throw shuttle, teaching the use of dobbies and warping mills as well as of synthetic dyes, and encouraging the weavers to weave new types of cloth. They proceed by actual demonstration in the village, and fit up the new appliances in the houses of the weavers themselves. In 1925-26, 2,374 fly-shuttles, 37 dobbies and 3 warping sets were thus introduced, and it is calculated that altogether about 12,000 fly-shuttles are now working in the province. The appliances have been adapted or invented at the Cottage Industries Institute and many of them are manufactured there. Promising young weavers are sent to this institution from all over the province for special training, and are then employed for demonstration work in the districts. The institute maintains sections for cotton weaving, dyeing and printing, knitting, carpet and *durries* weaving, tape and *newar* weaving, toy-making and the manufacture of weaving appliances.

Silk weaving.

In the same way, a silk institute has been established at Bhagalpur, which is the centre of that industry. This institute has achieved great success in introducing new kinds of silk for use by the Bhagalpur weavers, who formerly only used *tassar* and wove plain silk cloth or a mixture of cotton and silk called *bafta*. The institute has developed the use of mulberry, *eri* and *muga* silk, and, with the assistance of the late Mrs. Kilby produced a number of charming designs in coloured silk. A trade in these is being slowly built up both in India and abroad, while a large number of fly-shuttle looms are now being used in the Bhagalpur town. Local demonstrations are also being conducted in various parts of the province of the methods of sericulture, and particularly of the advantages of *eri* silk production as a cottage industry.

Wool weaving.

The woollen industry is of less importance, being confined to the production of coarse blankets from handspun wool in the Patna Division, but it has not been neglected. A small experimental handloom

factory was established in Gaya. The chief problem is the introduction of the fly-shuttle looms among the shepherds, since such a loom for blanket work is much larger than that used for cotton weaving and there is no room for it in their huts.

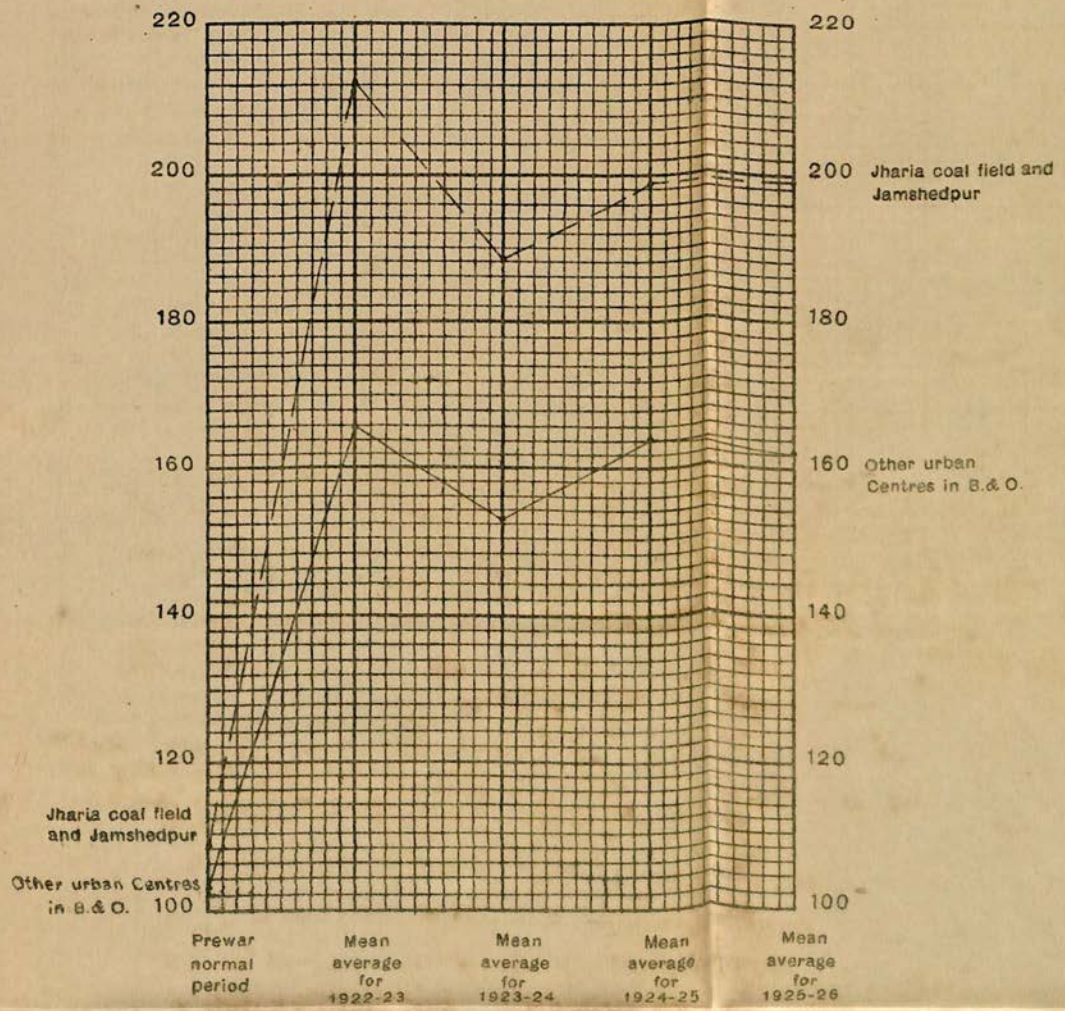
Engineering.

One of the difficulties of the small capitalist in Bihar and Orissa is that he is ignorant of machinery, and finds it difficult to get reliable advice. Firms with machinery to sell are more interested in getting it off their hands than in its exact suitability for any particular purpose, while there are no consulting engineers whose advice is reliable. The maintenance of machinery in a small concern, which cannot afford a competent engineer, is also a difficult problem. The department therefore attempts to act as a consulting engineer for small industries such as rice hulling, oil pressing, cotton weaving and match making, etc. It prepares estimates and lay-outs, undertakes erection and conducts periodic inspections, all for fees which, while they do not yet cover the cost of the organization, and probably never will, continue to increase. Last year, they amounted to Rs. 5,454 against Rs. 4,701 in 1924-25. Though only two or three years old, this side of the department's work is rapidly growing in popularity, as its advice is proved to be profitable to the satisfaction of owners. It also gives general advice to an increasing number of applicants, of whom there were 165 last year, and undertakes the control of any demonstration or experimental factories. The only Government factory yet established, is the Patna match factory, which had just come into full working at the close of the year. This was erected for Government by the agents of a Swedish Company located in Bombay, and is based on supplies of wood floated down from North Bihar on the river Gandak. It is the result of a survey of the match woods of the province conducted for Government by a Bengali expert, and its object is to prove that good matches can be made at a profit out of the indigenous woods, partly to demonstrate modern machinery and partly to provide a training ground for young men anxious to specialise in the industry.

Fisheries.

A small fishery branch is maintained, primarily in order to demonstrate the possibilities of carp breeding and to supply fry to owners of tanks and ponds. A breeding station has been established at Ghatsila in Singhbhum, and several species have been bred there successfully. Attention is also being devoted to the fishery problems of the Chilka lake in Orissa.

Table comparing the mean average cost of living for artisans in urban centres (a) in Chota Nagpur (b) in Bihar proper and Orissa.



N.B. The figure 100 represents the cost of living as calculated for Patna town during the five years ending 1914 and assumes the same standard of living in all six centres for which records have kept for 4 years.

State Aid to Industries Act.

The Bihar and Orissa State Aid to Industries Act was passed in 1923, and has now been in operation for about two years. It established a Board of Industries on whose advice Government may give various forms of State aid such as loans, and cash credits or supply machinery on the hire purchase system, but except in the case of cash credits, such assistance is limited to new or nascent industries or cottage industries. State aid was given to four concerns in 1924-25, although one of them finally decided not to take advantage of it. In 1925-26, 13 applications were received, of which only four had actually been sanctioned by Government by the 31st March. One of these was for a loan of Rs. 40,000 for developing a fruit and jam canning business at Muzaffarpur, and another for the supply of machinery to the value of Rs. 9,500 on the hire purchase system for button making in Champaran. As might have been expected, the working of the Act, which is quite a new departure, has been attended with various difficulties, but it is too early yet to come to any definite conclusions.

The labour bureau, and the cost of living.

The department published monthly index numbers, showing the rise and fall of the cost of living for an artisan in seven urban and industrial centres of the province. Formerly, only six centres, namely Patna, Muzaffarpur, Monghyr, Jamshedpur, the Jharia coalfields and Cuttack were shown, but Ranchi has since been added. The figures show that Jamshedpur and Jharia are much more expensive places for this class to live in, than towns in Orissa or Bihar, while the general level is still very much above the pre-war normal. At Patna in March 1926, it was 58 per cent., at Muzaffarpur 49 per cent. and Cuttack 56 per cent. above those figures, while at Jamshedpur it was 73 per cent. and Jharia 82 per cent. over them. The relative difference in cost is very striking. On the mean average for the year, it was 41 points cheaper to live at Cuttack than in the coalfields and Jamshedpur. The chart facing the opposite page gives some idea of the course of prices since the index figures were first published in 1922.

Tanning.

There are a few small tanneries in the province, but none capable of giving a good training to young men who wish to learn tanning. In order to give facilities to Biharis and Oriyas, Government have come to an arrangement with the Government of Bengal, whereby about one-third of the seats in the Calcutta Research Tannery, are reserved for their students, but there is difficulty in getting

satisfactory boys for this industry also, partly because of the depression in the tanning trade, and partly because of the dislike of educated boys for what, after all, is not a very clean trade.

Weaving.

For some time students anxious to get instruction in weaving were sent to the Serampore institute near Calcutta, but it is not possible to obtain high grade teaching on this side of India, and Government have now reserved seats at the Victoria Jubilee Technical Institute at Bombay. Youths are now sent there with stipends sufficient to cover their expenses, and the first student returned during the year. Artisans are trained at the provincial institutes.

Scholarships and stipends.

Three State technical scholarships are awarded annually to young men, who wish to go abroad for technical training, and this year they were awarded for training in the ceramic, sugar industries and for electrical and mechanical engineering. The scholar studying sugar manufacture was sent to Hawaii and the other two to Great Britain. Stipends are also given freely to young men who can satisfy Government that they have arranged for training in industries in other provinces, while a limited number of stipends are given each year to apprentices in the Jharia coalfield, where Government maintain evening mines classes at two centres.

Railways.

Some important railways were in course of construction during 1925-26 (*vide* map at the end of the book), and when they are complete, they will do something to remedy the lack of proper through communications in the province. Hitherto the Jharia and Bokaro fields have suffered, because their only outlet lay through the congested junctions at Dhanbad and Asansol, while the large field, known by the name of Karanpura, was not exploited for lack of a railway. The Central India Coalfields railway, when the first section is complete, will link these fields directly to Daltonganj to the west, and eventually join them to the East Indian main line not far from Katni, thus making a straight line to Bombay. The construction of the first section is now in hand and, it is hoped, will be ready by 1928. This railway will open up the centre of the province. Again, the Chandil-Barkakhana chord will enable coal from the new Karanpura field to be taken away direct to Jamshedpur and the south, and this will be completed by the time this book is published. Another important line is that joining the Talcher coalfield to the Bengal-Nagpur main line to Madras. This is now open and will

bring good class coal much nearer to the southern presidency. The line is of great administrative importance to the province, because it traverses about half the direct route from Cuttack to Sambalpur on the west, and when extended, will link up the outlying Orissa districts, at present divided from the local capital by the Feudatory States and only accessible by rail by a long circuitous route through Chota Nagpur and Bengal.

APPENDIX I.

SOURCES OF INFORMATION AVAILABLE TO THE PUBLIC.

Chapter II.—Finance.

Financial Statements for Bihar and Orissa for 1925-26 and 1926-27.

Debates on the budgets of 1925-26 and 1926-27 in the Legislative Council.

Chapter III.—The Legislative Council.

Proceedings of the Bihar and Orissa Legislative Council, Volumes XIII, XIV.

Chapter IV.—Local Self-Government.

Resolutions reviewing the reports on the working of District Boards and Municipalities in 1924-25 and 1925-26.

Chapter V.—Education.

Reports on the progress of Education for 1924-25 and 1925-26.

Reports of the Director of Industries for 1924-25 and 1925-26.

Chapter VI.—Public Health.

Annual Returns of Hospitals and Dispensaries for 1925.

Annual Public Health Report for 1925.

Annual Report on the working of the Radium Institute for 1925.

Chapter VII.—Maintenance of the Public Peace and Administration of Justice.

Annual Report on the Administration of the Police Department for 1925.

Administration Report on Jails for 1925.

Report on the Administration of Civil Justice for 1925.

Report on the Administration of Criminal Justice for 1925.

Chapter VIII.—Excise.

Reports on the Administration of the Excise Department for 1924-25 and 1925-26.

Chapter IX.—Government and the Land.

Reports on the Land Revenue Administration and on Wards, Trust and Encumbered Estates for 1924-25 and 1925-26.

Annual Reports of the Conservator of Forests for 1924-25 and 1925-26.

Administration Report of Irrigation Works for 1925-26.

Chapter X.—Agriculture.

Annual Reports of the Agricultural Department for 1924-25 and 1925-26.

Report of the Committee on Cattle-Breeding in Bihar and Orissa.

Annual Reports of the Civil Veterinary Department for 1924-25 and 1925-26.

Annual Reports of the Registrar of Co-operative Societies for 1924-25 and 1925-26.

Chapter XI.—Industry and Commerce.

Annual Reports of the Director of Industries for 1924-25 and 1925-26.

Report of the Chief Inspector of Mines for 1925.

Annual Report on the working of the Indian Factories Act in Bihar and Orissa for 1925.

Annual Report on Maritime Trade in Bihar and Orissa for 1925-26.

Review of Indian Trade in 1925-26.

Indian Commercial Handbook.

Records of the Geological Survey of India, Vol. LIX, Part 3.

Report on the Land Revenue Administration for 1925-26.

APPENDIX II.

A.—MEMBERS OF THE BIHAR AND ORISSA EXECUTIVE COUNCIL.

His Excellency Sir Henry Wheeler, K.C.S.I., K.C.I.E., I.C.S.

The Hon'ble Mr. Sachchidananda Sinha, Barrister-at-Law.

The Hon'ble Mr. Egbert Laurie Lucas Hammond, C.S.I., C.B.E., I.C.S.

B.—MINISTERS.

Ministry of Educaetion: The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt.

Ministry of Local Self-Government: The Hon'ble Babu Ganesh Datta Singh.

C.—THE BIHAR AND ORISSA LEGISLATIVE COUNCIL.

The Hon'ble Khan Bahadur Khwaja Muhammad Nur—*President.*

Mr. John Augustus Samuel, Bar.-at-Law—*Secretary.*

Mr. Saiyid Anwar Yusuf, Bar.-at-Law—Assistant of the Secretary.

EX-OFFICIO MEMBERS (2).

The Hon'ble Mr. Sachchidananda Sinha, Bar-at-Law.

The Hon'ble Mr. Egbert Laurie Lucas Hammond, C.S.I., C.B.E., I.C.S.

NOMINATED OFFICIALS (15).

Mr. James David Sifton, C.I.E., I.C.S.

Mr. Hugh Kynaston Briscoe, C.I.E., I.C.S.

Mr. William Hawthorne Lewis, I.C.S.

Mr. Herbert Ellis Horsfield, I.C.S.

Mr. Philip Cubitt Tallents, I.C.S.

Mr. Arthur Edgar Scroope, I.C.S.

Mr. Blanchard Foley, I.C.S.

Col. Hugh Ainsworth, I.M.S.

Mr. Reginald John Hirst.

Mr. George Ernest Fawcus, O.B.E.

Mr. Henry Wardle.

Rai Bahadur Bishun Svarup.

Mr. David Quinlan ... } Appointed in connection with the Cattle Bill.

Mr. Arthur Conway Dobbs ... }

Mr. Birendra Chandra Sen.

NOMINATED NON-OFFICIALS (3).

Khan Bahadur Nawabzada Saiyid Ashraf-ud-din Ahmad, C.I.E.

Raja Devaki Nandan Prashad Singh.

The Hon'ble Khan Bahadur Khwaja Muhammad Nur.

NOMINATED REPRESENTATIVES OF CLASSES AND COMMUNITIES (9).

Rev. Edward Hamilton Whitley Rev. Prittam Luther Singh ...	Aborigines.
Babu Biswanath Kar ... Rev. Emmanuel Sukh ...	Depressed Classes.
Mr. Dhanjishah Maherjibhai Madan.	Industrial interests other than planting and mining.
Rai Bahadur Jyotish Chandra Bhattacharji.	The domiciled Bengali Community.
Mr. Francis Ernest Lopes Morrison.	The Anglo-Indian Community.
Rev. S. K. Tarafdar	The Indian Christian Community.
Lala Baij Nath	The labouring classes.

ELECTED MEMBERS (76).

Patna Division (16).

	CONSTITUENCIES.
Mr. Muhammad Yunus ...	Patna Division Muhammadan Urban.
Maulavi Saiyid Muhammad Husain.	East Patna Muhammadan Rural.
The Hon'ble Sir Saiyid Muhammad Fakhr-ud-din, Khan Bahadur, Kt.	West Patna Muhammadan Rural.
Babu Shyam Narayan Sinha Sharma.	Patna Division Non-Muhammadan Urban.
Maharaja Bahadur Guru Mahadevasram Prashad Sahi.	Patna Non-Muhammadan Urban.
Babu Gur Sahay Lal	East Patna Non-Muhammadan Rural.
Babu Rajandhari Sinha ...	West Patna Non-Muhammadan Rural.
Babu Chandipat Sahay ...	Landholders, Patna Division.
Khan Bahadur Ashfaq Husain	Gaya Muhammadan Rural.
Babu Gupteshvar Prashad Singh	West Gaya Non-Muhammadan Rural.
Rai Bahadur Bishun Prasad ...	Central Gaya Non-Muhammadan Rural.
Babu Rameshvar Prashad Singh	East Gaya Non-Muhammadan Rural.
Mr. Saiyid Muhammad Athar Husain.	Shahabad Muhammadan Rural.

	CONSTITUENCIES.
Babu Sharada Prashad Singh ...	Central Shahabad Non-Muhammadan Rural.
Babu Rajivaranjan Prashad Sinha	South Shahabad Non-Muhammadan Rural.
Babu Dvarika Prashad Sinha ...	Arrah Non-Muhammadan Rural.
Tirhut Division (19).	
Maulavi Mati-ur-Rahman ...	Tirhut Division Muhammadan Urban.
Maulavi Saiyid Mehdi Hasan ...	Muzaffarpur Muhammadan Rural.
Maulavi Saidul Haqq	Darbhanga Muhammadan Rural.
Maulavi Saiyid Muba-ak Ali ...	Saran Muhammadan Rural.
Maulavi Muhammad Zahurul Haqq.	Champaran Muhammadan Rural.
Rai Bahadur Dvarika Nath ...	Tirhut Division Non-Muhammadan Urban.
Mahanth Ishvar Gir	North-West Darbhanga Non-Muhammadan Rural.
Babu Shiva Shankar Jha ...	North-East Darbhanga Non-Muhammadan Rural.
Babu Ram Nihora Singh ...	South-East Darbhanga Non-Muhammadan Rural.
Babu Ramasray Prashad Chaudhuri.	Samastipur Non-Muhammadan Rural.
Babu Shivabachan Sinha ...	North Muzaffarpur Non-Muhammadan Rural.
Mahanth Darshan Dasji ...	East Muzaffarpur Non-Muhammadan Rural.
The Hon'ble Babu Ganesh Datta Singh.	West Muzaffarpur Non-Muhammadan Rural.
Babu Radha Krishna	Hajipur Non-Muhammadan Rural.
Babu Jaleshvar Prashad ...	North Saran Non-Muhammadan Rural.
Rai Bahadur Chandra Ketu Narain Singh.	South Saran Non-Muhammadan Rural.
Thakur Harishankar Sinha ...	North Champaran Non-Muhammadan Rural.
Babu Kedar Nath Prashad Sah	South Champaran Non-Muhammadan Rural.
Rai Bahadur Krishnadev Narayan Mahtha.	Landholders, Tirhut Division.
Bhagalpur Division (17).	
Khan Bahadur Abdul Wahab Khan.	Bhagalpur Division Muhammadan Urban.
Khan Bahadur Saiyid Muhammad Naim.	Bhagalpur Muhammadan Rural.

	Constituencies.
Khan Bahadur Shah Muhammad Yahya.	Monghyr Muhammadan Rural.
Maulavi Shaikh Majibur Rahman	Purnea Muhammadan Rural.
Mr. Saiyid Moinuddin Mirza ...	Kishanganj Muhammadan Rural.
Maulavi Muhammad Umid Ali	Santal Parganas Muhammadan Rural.
Mr. T. Lall	Bhagalpur Division Non-Muhammadan Urban.
Babu Rajendra Misra	North Bhagalpur Non-Muhammadan Rural.
Babu Bhuvaneshvari Prashad Mandal.	Central Bhagalpur Non-Muhammadan Rural.
Babu Ananta Prashad	South Bhagalpur Non-Muhammadan Rural.
Maharaja Bahadur Chandra Mauleshvar Prashad Singh.	South-West Monghyr Non-Muhammadan Rural.
Rai Sahib Kharag Narayan ...	North-West Monghyr Non-Muhammadan Rural.
Rai Bahadur Lakshmi Prashad Sinha.	East Monghyr Non-Muhammadan Rural.
Rai Bahadur Prithi Chand Lal Chaudhuri.	Purnea Non-Muhammadan Rural.
Babu Jogendra Narayan Singh ...	Santal Parganas North Non-Muhammadan Rural.
Babu Rameshwar Lal Marwari	Santal Parganas (South) Non-Muhammadan Rural.
Raja Bahadur Kirtyanand Singh	Landholders, Bhagalpur Division.

Orissa Division (10).

Maulavi Saiyid Tajammul Ali ...	Orissa Division Muhammadan Rural.
Mr. Madhusudan Das, C.I.E ...	Orissa Division Non-Muhammadan Urban.
Babu Birabar Narayan Chandra Dhir Narendra.	North Cuttack Non-Muhammadan Rural.
Babu Lakshmidhar Mahanti ...	South Cuttack Non-Muhammadan Rural.
Babu Radharanjan Das ...	North Balasore Non-Muhammadan Rural.
Chaudhuri Bhagavat Prashad Samantarai Mahapatra.	South Balasore Non-Muhammadan Rural.
Babu Godavaris Misra	North Puri Non-Muhammadan Rural.
Babu Jagabandhu Sinha ...	South Puri Non-Muhammadan Rural.
Babu Ram Narayan Misra ...	Sambalpur Non-Muhammadan Rural.
Raja Rajendra Narayan Bhanja Deo, O.B.E.	Landholders, Orissa Division.

Chota Nagpur Division (9).

	CONSTITUENCIES.
Maulavi Shaikh Muhammad Husain.	Chota Nagpur Division Muhammadan Rural.
Mr. Jimut Bahan Sen	Chota Nagpur Division Non-Muhammadan Urban.
Rai Bahadur Sharat Chandra Ray	Ranchi Non-Muhammadan Rural.
Babu Krishna Ballabh Sahay ...	Hazaribagh Non-Muhammadan Rural.
Thakur Mahendranath Sahi Deo	Palamau Non-Muhammadan Rural.
Babu Nilkantha Chattarji ...	South Manbhum Non-Muhammadan Rural.
Dulu Manki	Singhbhum Non-Muhammadan Rural.
Babu Bakshi Jagdam Prashad Lal.	North Manbhum Non-Muhammadan Rural.
Babu Nageshvar Baksh Ray ...	Landholders, Chota Nagpur Division.

Others (5).

Mr. Sri Narayan Sahay ...	Patna University.
Colonel Daniel Douglas ...	European Constituency.
Mr. J. B. Norman	Planting Constituency.
Mr. Archibald Arthur Forbes Bray.	Indian Mining Association.
Babu Narendra Nath Mukharji ...	Indian Mining Federation.

D.—MEMBERS OF THE COUNCIL OF STATE FROM BIHAR AND ORISSA.

NOMINATED (1).

[The Hon'ble] Mr. John Austen Hubback, I.C.S.

ELECTED (4).

NAME.	CONSTITUENCIES.
The Hon'ble Maharajadhiraja Sir Rameshwar Singh, G.C.I.E., K.B.E., of Darbhanga.	Bihar and Orissa (Non-Muhammadan).
The Hon'ble Mr. Anugraha Narayan Sinha.	
The Hon'ble Mr. Mahendra Prashad.	
The Hon'ble Shah Muhammad Zubair.	Bihar and Orissa (Muhammadan).

E.—MEMBERS OF THE LEGISLATIVE ASSEMBLY FROM BIHAR AND ORISSA.

NOMINATED (2).

Rai Bahadur Shyam Narayan Singh, O.B.E. (Official).

Khan Bahadur Saiyid Muhammad Ismail (Non-Official).

ELECTED (12).

NAME.	CONSTITUENCIES.
Babu Ambika Prashad Sinha ...	Patna-*cum*-Shahabad (Non-Muhammadan).
Khan Bahadur Sarfaraz Husain Khan.	Patna and Chota Nagpur-*cum*-Orissa (Muhammadan).
Rai Hari Prashad Lal ...	Gaya-*cum*-Monghyr (Non-Muhammadan).
Babu Shyama Charan ...	Tirhut Division (Non-Muhammadan).
Babu Gaya Prashad Singh ...	
Maulavi Muhammad Shafi ...	Tirhut Division (Muhammadan).
Babu Ganganand Singh ...	Bhagalpur, Purnea and the Santal Parganas (Non-Muhammadan).
Maulavi Badi-uz-zaman ...	Bhagalpur Division (Muhammadan).
Babu Devaki Prashad Sinha ...	Chota Nagpur Division (Non-Muhammadan).
Babu Nilakantha Das ...	Orissa Division (Non-Muhammadan).
Mr. Bhubananda Das	
Raja Raghunandan Prashad Singh	Bihar and Orissa Landholders.

APPENDIX III.

ABSTRACT OF THE BUDGET ESTIMATES FOR 1926-27.

[IN THOUSANDS OF RUPEES]

Revenue and Receipts.	Budget Estimate, 1925-26.	Revised Estimate, 1925-26.	Budget Estimate, 1926-27.	Remarks.
1	2	3	4	5
II.—Taxes on Income	4,68	3,38	3,06	
V.—Land Revenue	1,64,52	1,65,12	1,63,50	
VI.—Excise	1,81,00	1,98,00	2,00,00	
VII.—Stamps	1,01,50	1,05,00	1,06,00	
VIII.—Forest	10,15	9,83	9,84	
IX.—Registration	13,50	14,70	14,70	
Irrigation—				
XIII.—Irrigation, Navigation, Embankment and Drainage works for which capital accounts are kept.	19,74	17,17	17,39	
XIV.—Irrigation, Navigation, Embankment and Drainage works for which no capital accounts are kept.	1,06	1,48	1,11	
XVI.—Interest	6,43	7,14	9,31	
XVII.—Administration of Justice	4,36	4,46	4,35	
XVIII.—Jails and Convict Settlements	5,74	5,78	5,29	
XIX.—Police	2,18	1,95	1,40	
XX.—Ports and Pilotage	1	...	...	
XXI.—Education	5,05	5,40	5.47	
XXII.—Medical	7,37	7,78	4,15	
XXIII.—Public Health	17	20	19	
XXIV.—Agriculture	1,64	1,70	1,82	
XXV.—Industries	20	26	30	
XXVI.—Miscellaneous Departments	5	31	...	
XXX.—Civil Works	6,50	6,50	6,50	
XXXIII.—Receipts in aid of superannuation	3,26	6,24	3,60	
XXXIV.—Stationery and Printing	90	1,10	1,15	
XXXV.—Miscellaneous	3,49	4,15	3,87	
XXXIXA.—Miscellaneous adjustments between the Central and Provincial Governments.	18	32	33	
XL.—Extraordinary receipts	...	...	...	
Total Revenue ...	5,43,88	5,68,17	5,63,33	
Loans and Advances by the Provincial Government ...	4,04	10,17	3,28	
Loans between Central and Provincial Governments ...	...	...	...	
Famine Insurance Fund	18,27	19,20	18,69	
Suspense	4,40	4,20	4,38	
Total Receipts ...	5,71,49	6,01,74	5,89,68	
Opening Balance	(a)1,85,81	(b)2,03,18	(c)2,03,88	
Grand Total ...	7,57,30	8,03,92	7,93,56	

(a) Ordinary balance	...	...	1,45,02
Famine Insurance Fund	...	...	39,89
Total ...			1,85,81
(b) Ordinary balance	...	...	1,61,33
Famine Insurance Fund	...	...	40,85
Total ...			2,02,18
(c) Ordinary balance	...	...	1,46,83
Famine Insurance Fund	...	...	57,05
Total ...			2,03,88

APPENDIX III—*concld.*

ABSTRACT OF THE BUDGET ESTIMATES FOR 1926-27—*concld.*

[IN THOUSANDS OF RUPEES.]

Expenditure.	Budget Estimate, 1925-26.	Revised Estimate, 1925-26.	Budget Estimate, 1926-27.	Remarks.
1	2	3	4	5
5.—Land Revenue	23,23	21,55	22,77	
6.—Excise	23,85	22,69	20,47	
7.—Stamps	3,41	2,97	2,98	
8.—Forests	7,26	7,25	10,02	
8A.—Forest Capital outlay charged to Revenue	1,48	1,30	1,60	
9.—Registration	5,74	5,09	6,21	
Irrigation—				
14.—Interest on Irrigation works for which capital accounts are kept.	20,43	20,40	20,42	
15.—Irrigation Revenue Account—Other Revenue expenditure financed from ordinary Revenue.	4,56	4,69	5,86	
15. (1)—Other Revenue expenditure financed from Famine Insurance grants.	18	8	13	
16.—Irrigation Capital Account—Construction of Irrigation, Embankment and Drainage works.	49	27	27	
19.—Interest on ordinary debt	3,56	3,43	2,35	
20.—Interest on other obligations	...	2	...	
22.—General Administration	71,24	70,04	72,37	
24.—Administration of Justice	37,93	37,98	38,26	
25.—Jails and Convict Settlements	17,61	17,50	16,55	
26.—Police	82,75	82,03	83,96	
27.—Ports and Pilotage	1	1	1	
30.—Scientific Departments	34	35	42	
31.—Education	76,21	76,56	93,18	
32.—Medical	29,80	28,73	36,06	
33.—Public Health	15,21	13,50	18,51	
34.—Agriculture	12,36	12,54	14,12	
35.—Industries	8,53	8,37	8,50	
37.—Miscellaneous Departments	51	46	36	
41.—Civil Works	77,51	76,09	86,78	
43.—Famine Relief and Insurance	10,79	11,13	11,04	
45.—Superannuation Allowances and pensions	21,78	24,19	23,23	
46.—Stationery and Printing	10,32	9,61	9,86	
47.—Miscellaneous	1,41	2,26	3,06	
51.—Contributions to the Central Government by Provincial Governments.	...	...	...	
51A.—Miscellaneous adjustments between the Central and Provincial Governments.	5	31	24	
Total expenditure charged to Revenue	5,68,51	5,63,70	6,11,59	
Loans and advances by the Provincial Government	9,06	3,79	7,19	
Loans between Central and Provincial Governments	5,45	25,45	7,03	
Famine Insurance Fund	3,37	3,00	3,00	
Suspense	4,30	4,10	4,40	
Payment of commuted value of pensions	...	...	2,60	
Total Expenditure not charged to Revenue	23,08	36,34	24,82	
Amount earmarked for supplementary estimates	10,00	...	6,81	
Total Expenditure	6,01,59	6,00,04	6,43,22	
Closing balance	(a) 1,55,71	(b) 2,03,88	(c) 1,50,34	
Grand Total	7,57,30	8,03,92	7,93,56	
Provincial Surplus	...	1,70	...	
Provincial Deficit	30,10	...	53,54	

(a) Ordinary balance	...	1,00,92
Famine Insurance Fund	...	54,79
Total	...	1,55,71
(b) Ordinary balance	...	1,46,83
Famine Insurance Fund	...	57,05
Total	...	2,03,88
(c) Ordinary balance	...	78,20
Famine Insurance Fund	...	72,14
Total	...	1,50,34

APPENDIX IV.

Speech of His Excellency the Governor on the Prorogation of the Council on the 12th March 1926.

MR. PRESIDENT AND GENTLEMEN, it had been my intention, all along, to avail myself of this opportunity of addressing a few words to you before the session concludes, but I had anticipated that this would be in about a week's time. For reasons that are well known to you all the session has come to an abrupt and unexpected end, but despite the fact that, in the ordinary course, the benches would have been better filled than is to-day the case, I decided that this was no adequate reason why I should deprive myself of the pleasure of proroguing the Council in person.

I am not here to deliver a controversial speech, and I do not wish in any way to argue with those members who have seen fit to deprive this Council within the last few days of the advantage of their presence. Personally, I regret their action, and think that, even from their own point of view, they have made a mistake. They have followed an example set from Delhi, though —as I know from my recent visit to that place—an example which, even there, did not really command undivided allegiance. But whatever the conditions prevailing at Delhi—regarding which I do not propose to comment—may we not say here in Patna that " Delhi *dur ast* ". We—as is every Provincial Council in India—are concerned with our local affairs. We are interested—naturally—as individuals, in the wider political developments in this vast country, but in so far as affects the Provincial Council—we are here—or rather you are here—to see that the administration of Bihar and Orissa proceeds upon lines which may best conduce to the advantage of our province. We may have disagreements—that is inevitable—but we can argue them out among ourselves, as we have done in the past, and as we can do in the future. But I fail to see what we gain by the action of certain members in refusing to assist in your deliberations. After all I presume that their constituents wished them to present their point of view, and mandates—even divided—mandates—from Delhi or Cawnpore—are beyond their ken. Therefore, those who have absented themselves, have deprived those who elected them of representation, and—after all—members represent—or should represent—their constituents. Apart from that, there is the wider point of view—even beyond that of the approaching elections. Is this gesture going to do any good? As one interested keenly in the progress of what commonly goes by the name of the Reforms, I cannot but feel that the wisest course has not been followed. Other critics—not always friendly—will view it from other stand-points, and those of us who wish to show a record of reasonable co-operation will be seriously prejudiced before the ultimate tribunal.

I leave it at that.

The current session has been interesting, but its business has not presented many sensational features—not that it is any the worse for that. I am glad that the Council accepted the Chota Nagpur Rural Police Act, and believe that that small measure will facilitate a much-needed improvement in the protection of the coalfields. Among the subjects of resolutions various old friends figure, but I will only mention three which presented rather special features.

I am sorry that we failed to convince the Council that we really were doing, and are prepared to do, all that is needed on our part to relieve the distress caused by last year's floods in Orissa. All I can say is that all our subsequent information has confirmed the correctness of our view, but should any new and unexpected development arise, we will endeavour to deal with it. The University debates did not altogether clear the air, but they did something, and will assist the Hon'ble Minister for Education to formulate his proposals. There appears to have been considerable feeling that the working of the Revenue Sale Law is too rigid: one does not lightly modify a procedure of many years' standing, upon which one of our most important heads of revenue depends, but we are making further enquiries on the basis of the discussion.

As is always the case, the Budget was the most important item of business laid before you, as on it hangs the whole administration of the ensuing year, and I would like to take this opportunity of congratulating the Hon'ble Mr. Sinha on this the last occasion that its presentation will devolve upon him. When Mr. Sinha assumed charge as Finance Member the outlook was decidedly cloudy, and it looked as if his term would be chiefly governed by the skill with which he might be able to refuse importunate demands and enforce unpopular economies. But the skies cleared, and he has been able to find the means to forward many useful objects on which this Council is keen. While I have no doubt he would have been able to shoulder gracefully the unpleasant side of a Finance Member's duties (and I do not for one moment pretend that, even as it is, the Finance Department invariably acquiesces), yet it is pleasanter to be a public benefactor than an official curmudgeon, and while we are glad that this good fortune has attended him, we owe him our gratitude for all that he has done to render it possible that he should assume the rôle of fairy godmother at all.

Owing to the circumstances to which I have already alluded the Budget has had a smooth and rapid passage. Even had more rocks and whirlpools been encountered, I trust we could have steered safely through them, but no wise captain regrets when the weather is fine or prays for storms in order that he may give an exhibition of seamanship.

Among various commendable items, I would only enumerate a few which peculiarly give effect to oft-expressed wishes in this Council.

(I take them in the order of the Financial Statement.)

Thus we find the pay of sub-registrars and their clerks improved; provision for flood preventive measures in Orissa; revision of pay of the subordinate jail establishment; the Education budget up by Rs. 17 lakhs, with a non-recurring grant to primary education of Rs. 5¼ lakhs and a non-recurring grant of Rs. 8 lakhs for the construction of primary school buildings; extended affiliations and the furtherance of the policy of teaching non-literary subjects; an increase of Rs. 1¾ lakhs in the already generous grants for medical relief, and material improvements to two Sadr hospitals at Laheria Serai and Dumka; the reorganization of the Public Health cadre; increased grants for water-supply and public health schemes; a valuable extension of the water-supply in this town, and provision for a proper well-boring establishment; more agricultural farms, and funds for the improvement of cattle-breeding, including a dairy farm here; a substantial advance in mechanical apprentice classes; many new and useful buildings, including more quarters for the members of this Council, and a survey of the Dhamra river for which the representatives of Orissa have often pressed. I attach great importance to the fact that in addition to our usual annual instalment we have been able to repay Rs. 20 lakhs of our provincial loan account with the Government of India, thus bringing the date of its extinction perceptibly nearer.

Now this is merely a bird's eye view of a few outstanding features, but I have given prominence to it as the basis of three questions. "Are these objects, or are they not, those which this Council has often urged?" If they are, and I think that all will agree that they are, is it wise tactics on the part of some members to publicly dissociate themselves from them? For that, in effect, is what they have done. "Is it a correct statement that Government pays no attention to the wishes of the Council, and reduces the proceedings to a farce?." I leave it to each member to give an honest answer, based upon facts, and unbiassed by prejudice. To my mind, it is you, Gentlemen, who have chosen the better part in assisting Government to put through these various improvements, and I thank you most cordially for your help.

In exercise of the powers conferred by sub-section 2 of section 72B of the Government of India Act, I now declare that this Council stands prorogued.

APPENDIX V.

GOVERNMENT RESOLUTION ON CATTLE-BREEDING.

(No. 2254-D., dated 20th September 1926, in the Ministry of Education.)

READ—

The reports of the Cattle Committee appointed by Government in 1925 to consider the state of cattle-breeding in Bihar and Orissa and to make recommendations.

Read and considered also the criticisms recorded on the aforesaid reports.

The problem of the cattle of the province has for some time past been the subject of special consideration by Government in the Ministry of Education, and with a view to facilitate the framing of a settled policy in the matter a small committee of official and non-official gentlemen possessing special qualifications was appointed in March 1925 to consider the state of cattle-breeding in the province and to make recommendations as to what further steps should be taken for its improvement. The committee, after touring in Bihar in March and April, submitted a report which was published with Government resolution no. 1092-D., dated the 24th April 1925. It was then reconstituted for the purpose of considering cattle-breeding in Orissa, and its report on this part of the enquiry was published with Government resolution no. 418-D.R., dated the 6th October 1925. The thanks of Government are due to Mr. Clouston, Agricultural Adviser to the Government of India, who toured with the committee and presided over their deliberations, and also to Rai Sahib Hardhyan Singh and Babu Birabar Narayan Chandra Dhir Narendra, M.L.C., who served on the committee in Bihar and Orissa, respectively.

2. In view of the diversity of conditions in the province and the absence of any definite type of cattle, the committee lay stress in both reports upon the necessity of regarding any work undertaken in the immediate future, except in regard to the supply of milk, as experimental; and their main recommendations are framed with a view to the continuance of various experiments with the same objective as in the past, viz., that of producing a type of animal of which the bullocks will be superior to those now bred for draught purposes and the cows will give a larger supply of milk than that given by animals of local breed. Government fully realize that a large amount of experimental work must be undertaken throughout the province before it will be possible to draw up a settled and detailed policy which can be accepted as the one most suitable for the varying conditions of Bihar and Orissa.

3. The most important recommendation of the committee is that herds of local breeds should be built up by selective breeding and a good milch herd gradually established by the sale and replacement of inferior animals. Apart from the elimination of physical and constitutional defects, the principal object of selection should be milking capacity, although the scheme would also have the advantage of creating a definite type of bull to serve as a standard for the development of public opinion. This recommendation has been accepted by Government. The fact that on the one hand there has been no effective demand for the bulls bred at Sepaya and Bettiah, although these were of

a type decidely superior to the local cattle for draught purposes, while on the other hand there is a keen demand for Murra buffalo bulls and for the Montgomery bulls bred at Pusa, Kanke and Sabour, does undoubtedly point to the conclusion that cattle-breeders in the province attach more value to the prospect of greater profits from the sale of milk than to the more remote prospect of obtaining a better price for an animal that conforms to the cultivator's standard of a draught bullock. The policy of establishing breeding herds wherever the local demand for milk makes it possible to do so with economy has been justified by the success of the herds at Kanke and Sabour, which supply milk to the Mental hospitals and Bhagalpur hospitals respectively; and the farm recently started at Monghyr shows every sign of being equally successful. On the other hand, bullocks of the Montgomery breed, which is the only breed of which animals with a good pedigree from the point of view of milk production are available, are not popular with cultivators in Bihar and are entirely unacceptable in Orissa. Further experimental work is clearly required before types suitable for the different parts of the province, and satisfactory from the point of view both of draught and milk production, can be evolved.

4. In accordance with the committee's recommendations, therefore, Government have decided to establish breeding herds at Patna and Cuttack—in both of which places there is a large demand for milk—with the object of producing by selective methods dual purpose animals conforming to the local type. Experiments will at the same time be carried out, as recommended by the committee, with other Indian breeds (such as the Thar Pakar) which are known to give large quantities of milk. Sanction has already been given to the establishment of the Patna farm on the site, acquired at first for the University, a location which will be of mutual benefit to the breeding herd and to the Veterinary College which it is proposed to erect alongside it, and work on the farm has already been taken in hand. It is hoped that material progress will be made on the requisite buildings during the coming cold weather, and that the animals will be obtained and the farm will be in working order next year. In view of the suggestion put forward by the committee at the end of their first report, the estimates include provision for a plant for the pasteurisation of milk. As regards Cuttack, land has been selected in the area recommended by the committee for the extension of the existing Government farm, and plans and estimates are now in course of preparation with a view to beginning the work during the next financial year. Meanwhile the foundations of a herd of local cattle have been laid by the purchase and maintenance of as many cows as the experimental farm will carry.

5. The demand for the bulls that will ultimately be available on these farms will of course depend upon their popularity with the cultivators, and every endeavour will be made to select animals for breeding that not only give an improved supply of milk but also conform to the local requirements for draught purposes. The question of the best method of distributing these bulls was considered by the committee, which emphasized the necessity of Government control in order to secure the continuity of policy without which progress is impossible. The committee suggested that such control should be obtained by the regulation of the system of dedicating Brahmani bulls, Government arranging to supply at their market value in certain specified areas superior bulls for dedication. This proposal was placed before the conference, held at Ranchi in September 1925, of chairmen of district boards, who appeared to be generally of the opinion that it would be better to make over the bulls to the boards, which would use their discretion in selecting such persons as took a real interest in the matter and leave them in their charge. The failure of this system in Shahabad after a promising beginning does not augur too well for the future and the question is by no means free from difficulty. Government, however, are prepared to give the system a further

trial, and may eventually be in a position to provide young bulls which may be purchased by those requiring good bulls for dedication, as suggested by the committee.

6. The committee also recommend that Murra buffalo bulls should be distributed in order to meet the existing demand, and that a herd for breeding such bulls should be established at Sepaya in order to ensure a supply of bulls of good milking pedigree. These recommendations have been accepted, and a sum of Rs. 10,000, for the purchase of breeding buffaloes has been included in the current year's budget. In the absence of any system for preserving such bulls, either by dedication or otherwise, they will, as the committee point out, either have to be made over to selected breeders in grazing areas or maintained at veterinary hospitals or on Government farms. The latter course is recommended by the committee, and Government propose to give both methods a trial.

7. The question of the inadequacy or otherwise of grazing facilities in this province has of late been widely discussed, and the committee refer to it in the second part of their report relating to Orissa. While recommending that the rights of grazing in every village should be as clearly defined as possible at the time of settlement, the majority of the committee do not consider that the increase of grazing grounds would remedy the existing conditions. In support of this view they point out that except where unlimited grazing is available so that grazing grounds can be changed at different seasons, the only result of increasing the proportion of grazing to cultivated area is to increase the number of cattle which are starved at the end of the cold weather, when grazing is at a minimum and food is most required. It is also pointed out that the best cattle in India are found in the tracts where they depend on cultivation and stall feeding. As regards grazing facilities, Government have examined all available materials in their possession as a preliminary step towards deciding the lines on which an investigation might profitably be made, and in the light of this examination have decided to institute enquiries into existing conditions in Government and Wards estates in certain areas and also in some selected villages of private owners. Special enquiries will also be made by the settlement authorities in the course of the current revisional settlement operations in Orissa.

8. The committee consider that there may be scope for propaganda as regards the preservation of fodder, but in the absence of fodder crops, such scope is strictly limited by natural conditions. This subject has already been receiving the careful attention of the Agricultural Department. Fodder crops are largely grown on the Government farms where breeding herds are kept, and the experience so gained should be of value to the public. Efforts have also been made, and will be continued, to organize the co-operative preservation of fodder in silos in jungly tracts where there is a surplus of grass available at the end of the monsoon.

9. Finally, the committee expressed the opinion that in view of the vital importance of good cattle to the province, and the great variety of the conditions under which they are bred and used in different tracts, and having regard to the capacity and experience necessary for the management of breeding herds, the number of appointments in the Bihar and Orissa Agricultural Service is inadequate, and they consider that additional posts should be created for the supervision of cattle-breeding. Proposals have been received from the Director of Agriculture in this connection and are now under the consideration of Government.

B. & O. G. P. (Rev.) No. 80—420—22-4-1927—H.P.G. and others.

THE PROVINCE
OF
BIHAR AND ORISSA
N E P A L
DARJEELING
JALPAIGURI
GHAZIPUR
BENARES
MURSHIDABAD
SARANGARH
BAY OF BENGAL
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